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ABSTRACT

This paper describes issues, experiences, and strategies used in developing successful multisectoral partnerships to advance girls' education, using Guinea and Morocco as examples. Chapter 1 introduces the issue, discussing barriers to girls' education and describing the multisectoral response to interrelated barriers. Chapter 2 defines the multisectoral approach and describes the conceptual approach being implemented in Guatemala, Peru, Morocco, Guinea, and Mali. Chapters 3 and 4 present case studies highlighting how the multisectoral approach to supporting girls' education is being applied in Guinea and Morocco. These cases illustrate the circumstances and conditions affecting girls' education, interventions identified, partners identified across sectors, strategic relationships developed, and the girls' education support programs that have been implemented. Chapter 5 draws conclusions from the case studies about the principles underlying the multisectoral approach and implications for its applicability in other settings. It concludes that the approach, as tested in Guinea and Morocco, offers a robust option for improving girls' education and could serve as a model for the provision of other social services to marginalized populations, where traditional sectors have reached the limits of their ability to serve social demand. (Contains 26 references.) (SM)

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Howard Williams

Multisectoral Strategies for Advancing Girls' Education

Principles & Practice

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Multisectoral Strategies for Advancing Girls' Education: Principles and Practice

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June 2001

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Executive summary

This review of multisectoral partnerships for girls' education focuses on the persistent need for support for girls' enrollment, attendance, and completion of basic education. While girls' enrollments increased in 29 countries between 1985 and 1995, there were simultaneous decreases in 17 other countries in Africa, Asia, Latin America and the Caribbean, and the Middle East (Anderson, 2000). Governments' ability to improve access and quality at a pace with population growth and rising social expectations is reaching limits in many countries, and governments increasingly are open to forming partnerships with other "nontraditional" sectors—civil society organizations (CSOs) and nongovernmental organizations (NGOs), the business community, the media, and religious organizations—as they try to provide quality education for all girls and boys.

In response to these circumstances, the Global Bureau's Office of Women in Development (G/WID) at the U.S. Agency for International Development (USAID) is implementing a multisectoral approach to support girls' education in Guinea, Morocco, Guatemala, Peru, and Mali. This approach recognizes the power and influence of nontraditional sectors and actors in affecting national and local resource allocations, values, and practices regarding the education of women and girls. In many cases, these groups have demonstrated unique capacities and strengths that complement those of government. This study profiles country programs in Guinea and Morocco and examines issues, strategies, and experiences for developing successful multisectoral partnerships to advance girls' education.[1]

The premises of the multisectoral approach to supporting girls' education are based in numerous studies and experiences in improving education for girls and boys. These premises can be categorized into three groups. First, there are barriers to quality education that affect girls more than boys in many settings, so that girls are less likely to attend and complete their basic education. Many of these barriers are outside government education sector resources, expertise, or even mandate to overcome. Second, the formation of partnerships requires that governments be willing to reach out to other sectors for support—and that there be other sectors with the capacity and willingness to contribute to girls' education. Finally, the approach can mobilize sectors that traditionally have not been charged with supporting education—referred to in this study as nontraditional sectors. These sectors can generate local resources and programs to support girls' education in partnership with government.

[1] In Guinea, the program is implemented by Development Alternatives, Inc. (DAI) and the Academy for Educational Development (AED) under the Strategies for Advancing Girls' Education (SAGE) project. The program in Morocco is implemented by the American Insitutes for Research (AIR) and Management Systems International, Inc. (MSI) under the Girls' Education Activity (GEA).

The multisectoral approach to supporting girls' education in Guinea has evolved over the last decade into a multilevel, multifaceted program. Many of the nontraditional partners play a strong role in the Guinean society and economy and, as such, are opinion leaders at the national and local levels. In the process of expanding access and raising attainment in an environment of scarce resources, these nontraditional sectors have formed organizational partnerships and demonstrated strengths to support girls' education. The one national and 19 local multisectoral alliances that have formed are advocating for policy and program support from government, implementing social programs to overcome barriers to girls in communities and schools, and raising public awareness about girls' education.

In Morocco, a robust set of partnerships of government, community-based organizations (CBOs), NGOs, businesses, and media are working on national forums and campaigns and in girls' education pilot sites in rural areas in the north and south of the country. The government has joined with the private sector to support individual schools on a largescale. The media also has mobilized to raise public awareness of girls' education programs and funds to support them.

The two case studies have validated the G/WID approach to mobilizing sectors and developing partnerships to support girls' education. The experience of these two programs in applying the principles that underlie this approach, and their specific accomplishments, are described in the report and summarized below.

1. *A multisectoral approach recognizes the importance of traditional and nontraditional partners in changing both the demand for and supply of girls' education.* This principle has been accepted and validated by both governments through their acceptance of the project approach and their participation in the multisectoral activities at several levels. In addition, nontraditional partners have accepted new working relationships with government and other sectors, and all partners have demonstrated strengths to support girls' education.
2. *Solutions and programs are locally designed.* Both projects have supported technical and organizational processes for needs assessment, stakeholder consultation, and action planning among national, local, and specialty groups. The validity of this approach is established by acceptance and implementation of the plans by local groups and their dedication of resources to accomplish them. The SAGE and GEA projects have provided resources and technical support for agenda-setting conferences for central and local-level stakeholders across sectors, strategy development for new task forces and alliances,

action planning with multisectoral partnerships at the central and local levels, and administrative planning of the national scholarship and support funds.

3. *Each locally designed program uses a multi-method approach.* The SAGE and GEA strategies have supported the development of partnerships across sectors and linkages between national/central and local entities. Each sector and partnership has distinct strengths and challenges in their ability to implement girls' support programs, as do national and local-level entities. Consequently, each program works with several sectors and multisectoral partnerships. The data collection, program designs, and action plans also vary for each set of actors. For example, in Guinea, SAGE supports a National Alliance that articulates with local alliances and supports a National Fund for Girls' Education. The 19 local alliances are implementing community-school support programs to overcome barriers to girls' education. The Media Task Force is implementing a public communication program to support girls and is monitoring implementation of the local alliance action plans.
4. *Local human, financial, and physical resources are developed to support girls' education.* The G/WID multisectoral approach is based upon the conclusion that many barriers to quality education that affect girls disproportionately are outside government education sector resources to overcome, and thus nontraditional sectors must be activated to work in tandem or partnership with government to increase resources and overcome barriers. However, the viability of this approach and the sustainability of multisectoral partnerships and programs are dependent on the ability of these sectors to mobilize resources to support girls' education. In the cases of Guinea and Morocco, the local resources generated and applied over time have included human and physical resources and, increasingly, financial resources.
5. *Capacity building (leadership, technical, and operational training) is supported for local institutions in their new roles of supporting girls' education.* The multisectoral approach to girls' education has involved nontraditional partners and supported the creation of new alliances and partnerships involving multiple sectors. This has required that many actors learn new information, adjust attitudes about what can and should be done for girls and schools, and learn what it means to work with new colleagues from other sectors. Capacity building has been a prominent feature of both projects and is a necessary precursor to extending and sustaining the achievements that have been made.

6. *Engaging all stakeholders in support of girls' education "democratizes" the civic, social, and economic opportunities for girls in each country and community.* National and local-level dialogues and cross-sectoral partnerships that include government have taken place in both countries that are consistent with democratic initiatives seeking to make decision-making, finance, and administration more inclusive and transparent to all stakeholders. These dimensions have been preconditions for the agenda-setting and joint actions taken by actors across sectors on behalf of girls' education. Both country cases have demonstrated support by the national leadership and by elected and appointed officials while including and being informed by local level actors and stakeholders. Media and sector leaders have raised the expectations for educating (and for educated) girls. Government has articulated its responsibilities and limitations and has opened itself up to new relationships with CSOs, NGOs, the private sector, religious organizations, and the media.

These six principles for mobilizing and activating multiple sectors to generate local resources and develop and deliver social and technical programs to overcome context-specific barriers to girls' educational success have been validated in Guinea and Morocco. Although the configurations of sectors, actors, activities, and results are distinct to Guinea and Morocco, the model has succeeded in transforming girls' education from a marginal issue for traditional support to one of a national and community priority that is supported by a wide range of stakeholders in partnership with government.

The implementation of the model also has been consistent with the factors cited by Charles, et al. (1999) that are required for establishing multisectoral partnerships. Girls' education, and the education of all children, has served as a unifying purpose around which actors with different perspectives and experiences can work together and build relationships. A belief in a positive outcome that would not have happened solely through traditional sectors, resources, and actions is evident in both cases, perhaps dependent initially on partners' trust in a respected coordinator and facilitator. The SAGE and GEA project coordinators served successfully as convening parties who could call upon disparate actors, develop a common unifying purpose, and foster new working relationships. Both projects dedicated financial and human resources to support the multisectoral process rather than directly funding the girls' education activities. This conscious break from traditional project interventions has proven successful in stimulating locally designed, financed, and implemented programs for girls' education.

Finally, the partners from across sectors have demonstrated acceptance to enter into the "partnerships" and are actively participating as team members. The ability of the partnerships to carry on and evolve as an organizational entity in the absence of a project or a "convening party" is yet to be documented. However, the commitments of resources from the partners across sectors are an early indication that the purpose of these multisectoral partnerships and their structure is valued at a level that suggests they will be sustained.

The G/WID approach, as tested in Guinea and Morocco, offers a robust option for improving the education of girls. It also could serve as a model for the provision of other social services to marginalized populations, where traditional sectors have reached the limits of their ability to service social demand. An aspect that may bear greater investigation is the degree to which the traditional sector, government-provided education, is stimulated to improved performance when in nontraditional partnerships. If so, the model not only offers an innovative means to mobilize multiple sectors but also the means to invigorate the education sector itself. In either case, girls and girls' education are being served through these applications of USAID's G/WID model.

1. Introduction

Context

Many gains have been made in the past four decades in expanding access to quality education for girls and boys. However, the need for more children to obtain and complete their basic education is just as critical today as ever, especially for girls. While primary enrollment rates for girls have increased 50 percent since 1960, 130 million school-age children worldwide still are not in school, and 56 percent of them are girls.

Furthermore, while there were increased girls' enrollments in 29 countries between 1985 and 1995, there were simultaneous decreases in 17 other countries in Africa, Asia, Latin America, the Caribbean, and the Middle East (Anderson, 2000). The ability of governments to continue improving access and quality at a pace with population growth and rising social expectations—and especially their ability to reach populations not well served by conventional programs, such as girls—has been questioned by numerous studies and by governments themselves. Perhaps in recognition of their limitations, governments are increasingly open to forming partnerships with other "nontraditional" sectors, such as civil society organizations (CSOs) and nongovernmental organizations (NGOs), the business community, the media, and religious organizations as they try to overcome the barriers to educating all girls and boys.

Barriers to girls' education

The barriers that exist to girls enrolling and completing their education at the same rate as boys have been documented by several studies. A review by U.S. Agency for International Development (USAID) (1996) analyzed barriers that led to the development of several girls' education strategies that have been funded and assisted by USAID (Table 1.1). These barriers are related to policy, infrastructure, education (schooling and instruction), household and family resources, and community beliefs and practices.

What is notable is that many of these barriers are not within the purview of the government or the education sector. For example, household circumstances and community beliefs and practices may be affected by government leadership and actions, but the relationship is indirect and subject more to influence than control. On the other hand, while policy, school-related infrastructure, and schooling and instruction (education) may be difficult to change, they are within government's mandate and organizational control.

Each of these factors affects girls' enrollment and completion rates and each is related to the others, comprising parts of an interlocking social system that includes national and local, public and private, and group and individual dimensions. For example, an insufficient national budget for the primary education subsector affects the ability to hire new female

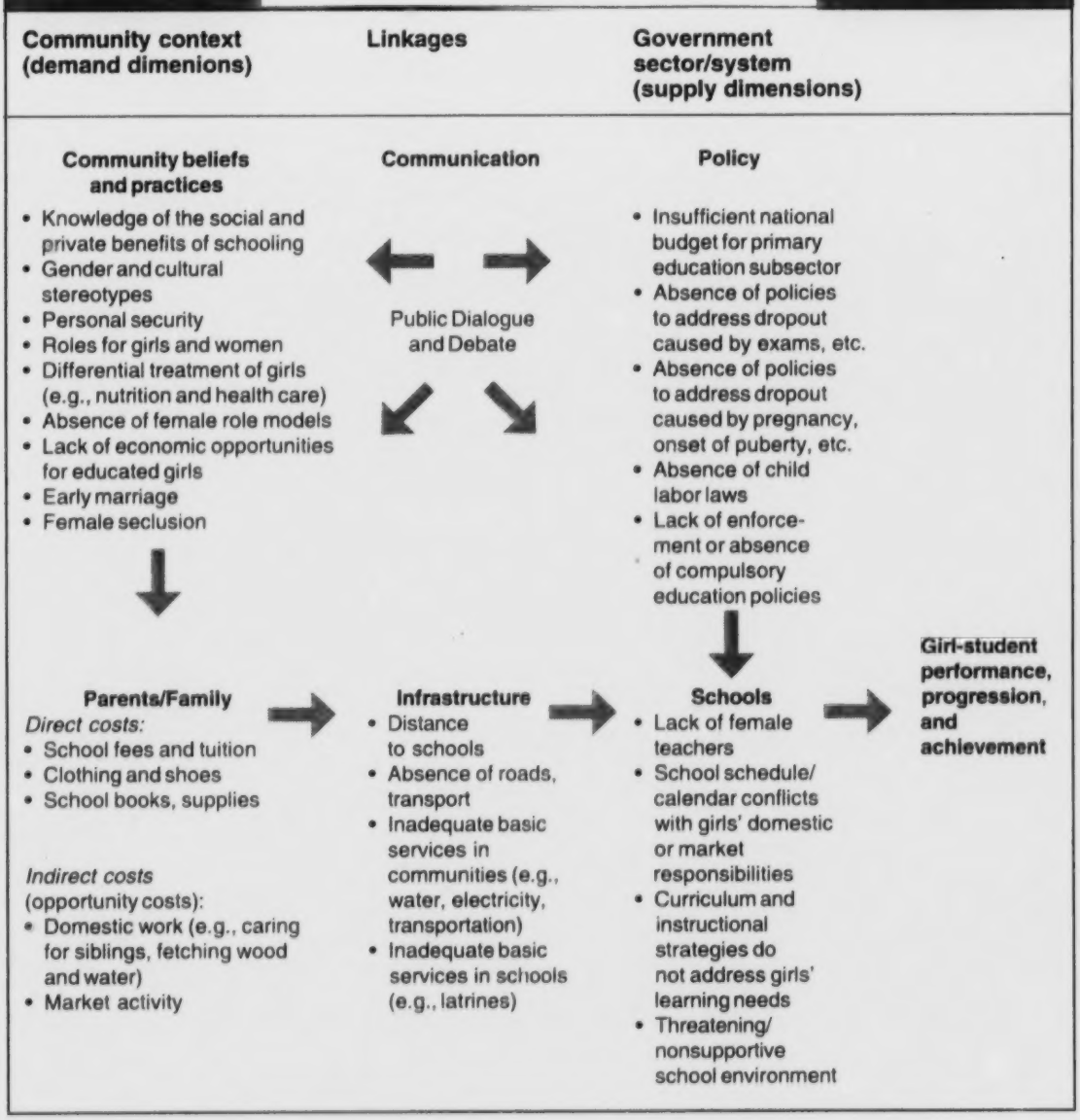
Table 1.1: Examples of barriers to girls' education

Category	Specific barriers (illustrative examples)
Policy	• Insufficient national budget for primary education subsector • Absence of policies to address dropout caused by onset of puberty or by pregnancy
Infrastructure	• Absence of roads, safe conveyance to school • Inadequate basic service in schools, e.g., latrines, running water
Education	• Lack of female teachers • Curricula and instruction that do not address girls' needs
Household and family resources	• Direct costs such as school fees and tuition, clothing and shoes, books and supplies • Indirect costs such as domestic work, care for siblings, income-generating activities
Community beliefs and practices	• Differential treatment of girls (e.g., poor nutrition and health care) • Early marriage • Female seclusion • Lack of knowledge of the social and private benefits of schooling

teachers. An absence of female teachers and other female role models indicates less value for educating girls. Differential treatment of girls often means they are less likely to be sent to school when household resources are scarce and they are more likely held out for sibling care, household chores, and supplemental income. A lack of school facilities, such as latrines and running water, makes the onset of menses particularly difficult for those girls who do go to school. If communities and social organizations do perceive more importance and value for their girls' education, then a public dialogue can pressure the national and local government to change those conditions of the school experience that are within its ability to improve, just as community groups can work to improve local conditions for girls outside the school. The interrelated nature of these conditions is depicted in Figure 1.1.

Of the dimensions that represent the demand for education, the parent/family dimension arguably has the largest direct influence on decisions about who attends school and who doesnot. Studies on household and parental decisionmaking regarding school enrollment and attendance often focus on the direct and indirect costs of schooling and their relationship to household needs and resources. These factors can serve as barriers to girls when the combined costs exceed parents' ability to meet other household demands and girls' attendance is seen as a variable opportunity cost. However, there are other community beliefs and practices that are factored into household decisions about the value placed on schooling girls. For example, expectations about schooling

Figure 1.1: Barriers to girls' education


Community context (demand dimenions)
Linkages
Government sector/system (supply dimensions)
Community beliefs and practices
• Knowledge of the social and private benefits of schooling
• Gender and cultural stereotypes
• Personal security
• Roles for girls and women
• Differential treatment of girls (e.g., nutrition and health care)
• Absence of female role models
• Lack of economic opportunities for educated girls
• Early marriage
• Female seclusion
Communication
Public Dialogue and Debate
Policy
• Insufficient national budget for primary education subsector
• Absence of policies to address dropout caused by exams, etc.
• Absence of policies to address dropout caused by pregnancy, onset of puberty, etc.
• Absence of child labor laws
• Lack of enforcement or absence of compulsory education policies
Parents/Family
Direct costs:
• School fees and tuition
• Clothing and shoes
• School books, supplies
Indirect costs (opportunity costs):
• Domestic work (e.g., caring for siblings, fetching wood and water)
• Market activity
Infrastructure
• Distance to schools
• Absence of roads, transport
• Inadequate basic services in communities (e.g., water, electricity, transportation)
• Inadequate basic services in schools (e.g., latrines)
Schools
• Lack of female teachers
• School schedule/ calendar conflicts with girls' domestic or market responsibilities
• Curriculum and instructional strategies do not address girls' learning needs
• Threatening/ nonsupportive school environment
Girl-student performance, progression, and achievement

benefits and how much schooling it takes to provide what is expected for their daughters can be significant determinants in girls' education decisionmaking. The community beliefs and practices dimension is depicted "above" the parent/family dimension since community beliefs and practices influence all households in the community to some degree and are factored into the individual decisions that are taken about each girl.

Of the educational supply dimensions, policies affect school resources, inputs, and operations, which have a major impact on the ability of an individual school to provide access and quality for its constituent communities (its catchment area). Schools and classrooms constitute most of the formal education experience of children. The ability of teachers and curriculum to address girls' needs are substantial variables affecting girls' educational success—and barriers where girls' needs are not addressed.

The main linkages between communities and parents, and the government sector, including schools, are communication and infrastructure. The availability and condition of infrastructure in the community can have a differential impact on girls and boys, affecting their ability to reach school easily and safely and to support their after-school activities, such as water and electricity. The school's infrastructure also can affect boys and girls differently, especially basic services such as water and latrines.

The communication linkage was not prominently mentioned as a dimension that includes barriers to girls. It is included in this figure for two reasons: it complements the physical infrastructure as a linkage between community households and the school system, and it represents a potentially powerful dimension for affecting conditions and barriers among several dimensions, as is described below.

A multisectoral response to interrelated barriers

The cumulative interaction and impact of these dimensions can determine girls' school participation and performance, and ultimately their progression and achievement. The challenge, then, is how might the interrelated factors that inhibit girls from successful school experiences be changed to favorable conditions that support girls' education? At USAID's Symposium on Girls' Education (2000), USAID Administrator J. Brady Anderson concluded that multisectoral partnerships could effectively address the need to educate those—including girls—who have been marginalized by traditional factors and traditional approaches to expanding and improving education, for the following reasons:

- Every sector of society has a role to play in making quality education available. Governments have a primary role in financing and creating policy to make education, and girls' education, a priority
- An important element for advancing girls' education is for leaders in all sectors to speak and act on their behalf
- The private sector has an interest in providing support to train workers and increase their labor pool

- The media can convey positive messages and mobilize constituents on girls' behalf
- There is a need for more effective communication among stakeholders for synergy of purpose and action

The government sector, therefore, should set a favorable climate for developing multisectoral partnerships to support girls' education. Government should show a willingness to reach out to sectors and actors that traditionally have not been engaged in the delivery of and support for public education. And government and education sector leaders should recognize and articulate the ideas that education is the right and responsibility of all and government alone cannot provide quality education for all. This statement could serve as a foundation from which to reach out and engage new partners from other sectors.

USAID's Office of Women in Development built the multisectoral approach into programs currently being implemented in Guatemala, Peru, Morocco, Guinea, and Mali. The USAID multisectoral approach is being used to build broad-based, informed constituencies mobilized to improve girls' education. A driving rationale behind this approach is that sustainable improvements in girls' enrollment and completion rates will likely come from support programs that are locally developed and financed. USAID expects that such programs will be more sustainable because they will build on the strengths of participating sectors, be more culturally appropriate, and thus have broader local ownership.

This paper now describes issues, experiences, and strategies in developing successful multisectoral partnerships to advance girls' education, using Guinea and Morocco as illustrative examples. Chapter 2 defines the multisectoral approach and provides a description of the conceptual approach being implemented in the five countries mentioned above. Chapters 3 and 4 present case studies of how the approach is being applied in Guinea and Morocco. These cases illustrate (a) the circumstances and conditions affecting girls' education, (b) interventions identified, (c) the partners identified across sectors, (d) strategic relationships developed, and (e) the girls' education support programs that have been implemented. Chapter 5 draws conclusions from the case studies about the principles underlying the multisectoral approach and implications for its applicability in other settings.

2. Multisectoral partnerships to advance girls' education

Many governments and donor organizations have accepted the need for multisectoral partnerships to advance girls' education. The Consensus Brief on Girls' Education (2000) for the World Summit on Children states:

> The improvement of the delivery modes of education and the enhancement of relevance and quality... [will] ensure that children—especially girls—will want to stay in school until the end of the primary level. ...[For this], partnerships are essential. Governments alone do not have all the resources needed to accomplish the critical agenda of reaching girls and boys. Other sectors, such as religious organizations, the media, the private sector, and other civil society entities, must be engaged to ensure that primary education reaches all girls and boys.

The premises of a multisectoral approach to advancing girls' education are based in numerous studies and experiences in improving education for girls and boys. These premises can be categorized into three groups. First, there are barriers to quality education that affect girls more than boys in many settings, so that girls are less likely to attend and complete their basic education. Many of these barriers are outside government education sector resources, expertise, or even mandate to overcome. Second, the formation of partnerships requires that governments be willing to reach out to other sectors for support—and that there be other sectors with the capacity and willingness to contribute to girls' education. Finally, the approach can mobilize sectors that traditionally have not been charged with supporting education—referred to in this study as the "nontraditional sectors and partners." These nontraditional sectors can generate local resources and programs to support girls' education in partnership with government.

Identifying appropriate partners

The promise of multisectoral partnerships to promote girls' education can easily be enhanced or mitigated by the process of identifying and securing partners from sectors that have the capacity and willingness to contribute to girls' education. A large part of this process is knowing which sectors have characteristics that distinguish them as potential partners. Waddell (1998) articulated and categorized the distinguishing features of the most common sectors that have partnered for development results: government, business, and CSOs/NGOs. Tietjen (2000) also analyzed business as well as the characteristics of religious organizations and media as contributors to girls' and women's education. Distinguishing sectoral features from these sectors are presented below (Table 2.1).

Many of the characteristics presented in Table 2.1 will seem apparent to the reader who has spent time working with a particular sector. In

some cases, Waddell presents some sector characteristics that may be new considerations to the experienced development professional. Probably the greatest value of the presentation, however, is in the comparative listing of characteristics. Working primarily with, or within, one sector, often gives a single set of lenses and yardsticks by which to judge other sectors, including valuing their potential and actual contributions to girls' education. The comparative presentation is a reminder that even when a common goal and agenda may be shared among intersectoral partners, each sector differs in its internal structure, motivations, strengths, and weaknesses. To be aware of these differences is to increase the likelihood that successful multisectoral partnerships can be identified, formed, and sustained.

Sectoral characteristics

The sectors addressed in this analysis are government, NGOs/CSOs, business, religious organizations, and media. The main interests of these sectors are, as one would expect, political for government, economic for business, and social for NGOs and CSOs. Religious organizations have both spiritual and social interests, since behaviors and actions should be consistent with spiritual beliefs and principles. Media have economic interests as businesses and social interests as the "fourth estate," serving a social function of information and public accountability on behalf of their public constituency (subscribership).

The sources of power differ dramatically across sectors. Governments have coercive powers to enforce compliance with laws and regulations. Businesses rely on transfers of capital to organize and mobilize according to their interest and chosen markets. NGOs/CSOs, religious organizations, and media have normative powers, that is, they can influence people to certain behaviors and actions by setting ideals and making a call to a common or higher good. For example, NGOs can describe what must be done, individually or collectively, for the community to achieve better education or health for community members. Likewise, CSOs can mobilize groups to gain or regain power over a government system that has failed to serve them in some expected way. Religious organizations can clear or block, the way for the introduction of new practices (such as sending girls to school or delaying marriage age) by interpreting these behaviors as consistent or inconsistent with spiritual laws. Media can affect behaviors and decisions with mass dissemination of messages, whether through simple reporting of newsworthy events that are received by the public on a large scale or through social messages designed to affect the attitudes of certain populations or of entities influenced by public opinion, such as government and business.

The primary goals of each sector also are largely as one would expect: government preserves the orderliness of society so that its controllers, whether they be the public or rulers, can live their lives without the undue negative influence of others. For business, the primary goal is the creation and accumulation of wealth for business owners. NGOs and CSOs express their values about social good and justice, and work to manifest those values in promoting life quality. Religious organizations seek to guide members to compliance with the laws and principles governing religions. For media, the primary goal is business viability, ranging from the ability to stay in business to fulfill its social role (social credibility), to outright wealth creation on behalf of owners.

Sectoral strengths and weaknesses

The distinguishing characteristics define, to a large degree, the organization, motivation, and focus of each sector. There are also strengths and weaknesses that accrue to each sector as a result. The resources of each sector underlie their ability to advance girls' education: government's regulatory powers, NGOs/CBOs' community reputation and networks and localized knowledge of the issues, religious organizations' ability to sanction an activity and its extensive member representation in all sectors, and the media's credibility as a common source of public information.

Their respective capabilities include government's development of public policy, its enforcement ability, and its presence at central, regional, and local levels. NGOs and CBOs often have extensive networks, can develop and articulate issues that affect the community, and possess community organizing skills. Religious organizations often run schools themselves, can shape public opinion about educating girls, and have extensive population coverage. Media are able to present information that attracts the public's attention.

Core sector competencies include government's focus on rules-based activities, NGO/CBOs' focus on changing human conditions and supporting marginalized populations, businesses' commitment to delivery of goods and services, religious organizations' consistency to doctrine in dealing with their constituents, and media's ability to quickly pick up and disseminate information.

Weaknesses that affect their ability to respond and support an issue, such as girls' education, also accrue to each sector. Government can appear inflexible in its delivery systems and slow to innovate. There often is a desire to control the actions of others, even when its own decisionmaking may be slow and its internal communication and authority prove cumbersome. NGOs and CSOs often are uninterested

Table 2.1: Distinguishing features of sectoral partners

Features	Government	NGOs/CSOs	Business	Religious organizations	Media
			Selected comparative characteristics of sectors related to girls' education		
Main interest	• Political	• Social	• Economic	• Spiritual/ social	• Economic/ social
Controllers	• Rulers (voters in active democracies)	• Communities	• Owners	• Religious hierarchy	• Owners
Source of power	• Coercive	• Normative	• Remunerative	• Normative	• Normative
Primary goals	• Social order	• Expression of values	• Wealth creation	• Compliance w/ principles	• Business viability
			Selected generic primary strengths related to girls' education		
Resources	• Regulatory powers • Specialized policy impact knowledge • Government reputation	• Inspirational and volunteer assets • Community networks • Specialized community/ issue knowledge • Community reputation	• Capital and financial assets • Business reputation	• Historical precedence as social authority • Ability to include/exclude from "grace" • Organizational members in all other sectors	• Established sources for information dissemination • Reinforcement of information dissemination and marketing
Capabilities	• Public policy development • Enforcement skills • Government agency networks	• Issue development • Community organizing skills • Civil society networks	• Capital mobilization/ management skills • Business networks • Innovation	• Strong internal organization • Shapers of public opinion • Wide coverage	• Compelling presentation of information • Regular access to public's attention

or unable to take successful community interventions to scale; they may also be amateurish on key technical components and can be overly focused on "political correctness," to the detriment of traditional but functional social systems, languages, and behaviors.

Businesses may be inattentive to the social consequences of its products or the way it does business (externalities). Inequality of conditions may be an expected state for business, rather than an undesirable state to be changed. Religious organizations may disregard the widely held desires of large population segments, such as girls' and women's rights, if they are perceived to be incompatible with existing religious doctrine. And the superficiality of media coverage of complex social

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Table 2.1 (cont.): Distinguishing features of sectoral partners

Features	Government	NGOs/CSOs	Business	Religious organizations	Media
Competencies	• Rules-focused activity • Creation of "level playing field" • Redistribution of benefits/ select public priorities	• Human impact-focused activity • Trust generation • Support for the vulnerable and marginalized	• Delivery of goods and services to medium and upper income	• Serve constituents with doctrinaire consistency • Steady presence as school providers	• Pick up and deliver information and messages quickly
	Selected generic comparative weaknesses related to girls' education				
	• Inflexibility in rule application • Lack of innovation • Slow pace of decision making • Complexity of jurisdictions/ levels • Difficulty in internal coordination • Desire to control others	• Restricted (interest) focus • Amateurism • Material scarcity • Fragmentation (scale) • Ideological parochialism (political correctness)	• Disregard for externalities • Overemphasis on short-term concerns • Inequality of outcomes	• Inability to recognize some widely held desires of constituents, e.g., equal rights of girls and women • Promotion of women's roles that may interfere w/ education	• Superficial in dealing with complicated social issues • Short attention span—jump from topic to topic • Sometimes subject to censorship

issues may undermine its role as social advocate by sensationalizing the issue or playing to the traditional preferences of its audience, or the promotional interests of its advertisers.

Forming multisectoral partnerships

The formation of successful partnerships across sectors also relies on five factors cited by Charles et al. (1998). First, there should be a common issue important to all partners. Educating all girls and Education for All (EFA) have been compelling issues shared by sectoral leaders in many countries. Second, potential partners must believe they can accomplish something positive about their shared issue that would not happen otherwise. Third, there must be a "convening party" that can call on key stakeholders and facilitate cross-sectoral dialogue and partnerships. Fourth, there must be financial and human resources to support the process of developing partnerships and their agendas and programs. Finally, the partners must be willing to explore the potential

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of their working relationships and the parameters of the system, and to be creative in finding solutions to persistent problems.

A multisectoral model to advance girls' education

The multisectoral model put forward by USAID to support girls' education builds on these considerations and on the collective experiences of donor-funded projects and information campaigns. Donor-supported projects have worked with ministries of education as their traditional partners to improve school access and quality. They also have worked with NGOs, CBOs, and communities to support the schooling process at the local level, resulting in many of the gains that have been achieved for boys and girls (see Figure 2.1). The economic, social, and cultural influences on the supply of and demand for education are now recognized as important variables that can be affected by all sectors of society, not just the public sector and the NGOs. These influences affect all children; however, the influences tend to sustain barriers to traditionally underserved populations such as girls. Education sector interventions have recognized the need for consultation with the actors who help form and perpetuate these powerful dimensions, including leaders of business, the media, and religion. USAID's model recognizes that these actors also shape the educational arena and has sought them out as partners to advance girls' education (Figure 2.2).

The USAID multisectoral girls' education model seeks to mobilize and activate multiple sectors to generate local resources and to develop and deliver social and technical programs that help overcome

Figure 2.1: Traditional approaches for delivering educational programs

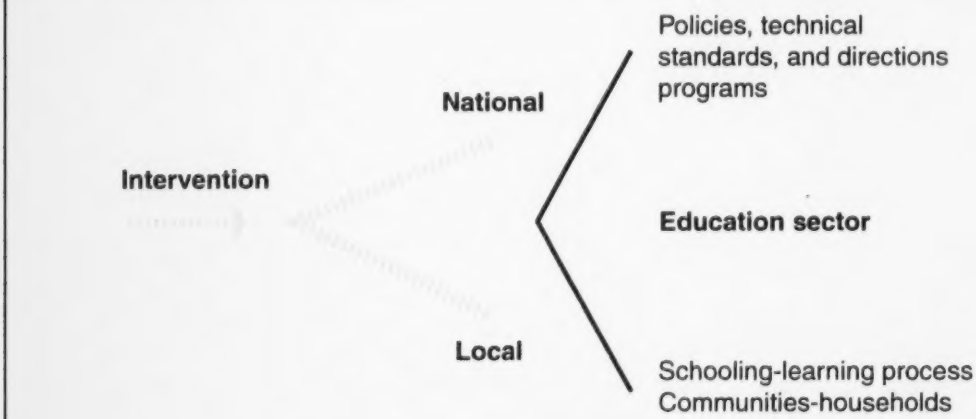

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Figure 2.2: Innovative approaches for influencing supply of and demand for girls' education

context-specific barriers to girls' educational success (Figure 2.3). Various international and local collaborating agencies are implementing this model in Guatemala, Peru, Morocco, Guinea, and Mali. These projects are guided by a set of principles that are expected to increase their appropriateness, effectiveness, and sustainability. These principles, which were developed in recognition of the contextual complexity of improving girls' education, are as follows:

- A multisectoral approach recognizes the importance of traditional and nontraditional partners in changing both the demand for and supply of girls' education
- Solutions and programs are locally designed
- Each locally designed program uses a multimethod approach
- Local resources (human, financial, and physical) are developed to support girls' education
- Capacity building (leadership, technical programming, and operational support) is supported for local institutions in their new roles of promoting girls' education
- Engaging all stakeholders in support of girls' education "democratizes" the civic, social, and economic opportunities of girls in each country and community

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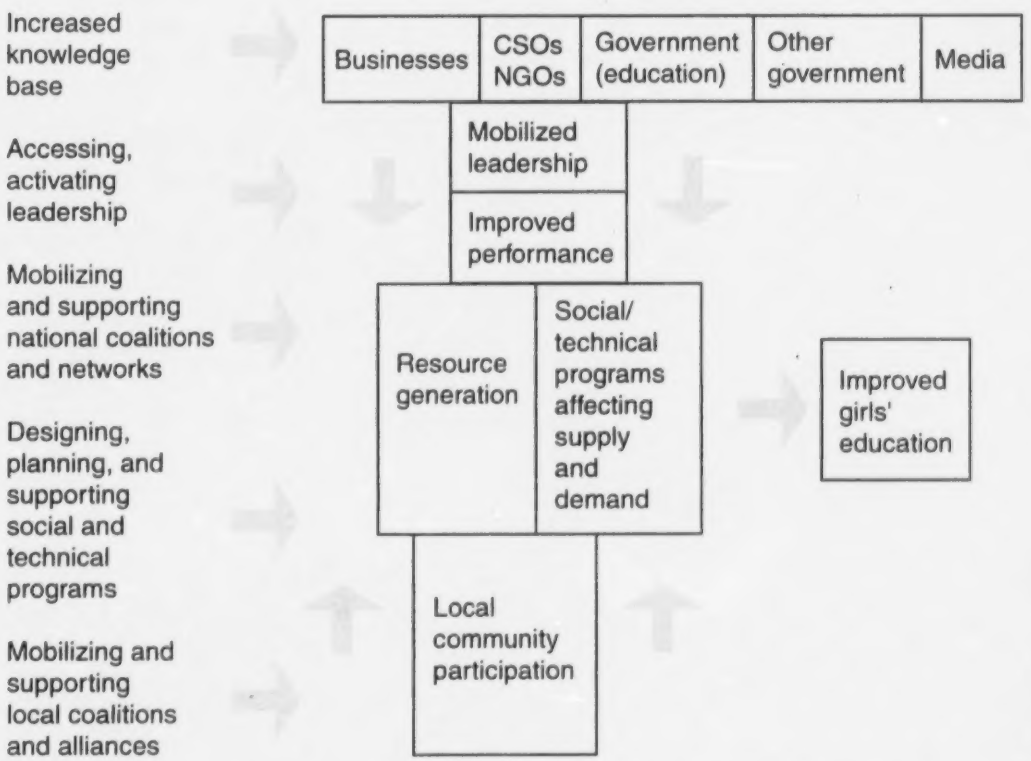
The USAID approach works at the national and local levels to engage multiple sectors in support of girls' education. These multisectoral projects provide knowledge and information generated from numerous studies and project experiences to guide the girls' education support interventions. The project coordinators reach out to leaders in government and other sectors to mobilize their participation in collaborative activities and partnerships in order to promote girls' education.

An important aspect of this approach is that sector leaders are engaged at the national and local levels. Experience has shown that national

Figure 2.3: Overview of USAID G/WID's multisectoral model for advancing girls' education



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leaders can more readily support central-level public dialogue and affect policy, central government resource allocation, and national media messages. Local leaders can more directly affect community beliefs and practices, community infrastructure, and possibly household decisions.

National coalitions and networks are accessed for cooperating roles in the USAID multisectoral approach because of their ability to communicate and mobilize among constituencies in multiple settings and because they represent indigeneous organizations that have their roots of existence outside of the project parameters, representing an established civil legitimacy. These projects also mobilize and support local coalitions and alliances in recognition that local change is more likely to occur if generated and supported by the groups that hold the most stakes in the education of the girls and boys in the community, i.e., parents, local elected officials, community organizations, religious leaders, and business persons.

The five USAID multisectoral projects support these sector leaders and groups with (a) information about girls' education; (b) technical assistance to conduct diagnostic assessments, develop girls' education support programs, and generate resources locally to support them; and (c) facilitated communication and relationships across sectors to form complementary programs and multisectoral partnerships. As stated above, this approach was developed in recognition of the contextual and multidimensional complexity of improving girls' education. The implementation of the model in the five countries is testing the ability of this approach to increase the appropriateness, effectiveness, and sustainability of girls' education support programs and related results in girls' enrollments, retention, and completion of their basic education.

To better illustrate the dynamics and processes of multisectoral partnering to advance girls' education, this study profiles two of the five multisectoral girls' education programs. It describes the Guinea and Morocco programs, including their context, participating sectors, intervention programs, and the achievements and lessons of each.

3. Guinea

Introduction

The multisectoral approach to supporting girls' education in Guinea has evolved over the last decade into a multilevel, multifaceted strategy involving partners who traditionally had not been considered as education providers. However, many of these nontraditional partners play a strong role in the Guinean society and economy and, as such, are opinion leaders at the national and local levels. In the process of expanding access and raising achievement in an environment of scarce resources, these nontraditional sectors represent organizational entities and strengths that—when engaged in support of education and specifically girls' education—became forces for positive change. These sectors and their leaders have been able to foster dialogue and mobilize constituencies that made them effective partners for advancing educational access for all Guinean children, including girls.

Context

Guinea's population of approximately 7.6 million comprises more than 20 ethnic groups, but predominantly Fulani, Mandingo, Sosso, and Forest groups represent more than 75 percent of the population. More than 80 percent of the population is Muslim, although local traditional beliefs still play a strong role in family and community relationships (Kamano, 2000).

Migration of refugees from the border areas of Liberia and Sierra Leone has added to the urban population in Guinea, now 30 percent of the population, with nearly 20 percent in the capital of Conakry (UNICEF, 1999). Despite substantial investments and notable achievements by donors and government since 1985, more than 25 percent of the population is estimated to live below the poverty line of less than US$1 per day (DNS, 1996; Kamano, 2000).

Guinea is divided into 36 prefectures, with 6–10 districts in each prefecture. Each district has one public primary school serving several villages (Elmer, 1998). Some 30 percent of Guinea's population is between 6 and 17 years old, only 53 percent of which is enrolled in school. Just 40 percent of girls are enrolled. In the formal school system, the main equity distinction is between the rural and the urban areas. While 70 percent of the population lives in rural areas, rural children represent only 46 percent of total enrollment. Of all girls not enrolled in schools, 90 percent live in the rural areas (SSP, 1999; Kamano, 2000; Bah, 2000).

Significant progress was made in the past 10 years toward building schools closer to families, especially in rural areas. The increase in access to nearby schools was expected to be an important contributor to increasing girls' enrollments (Kourouma, 1991; Sow, 1994). In

addition to reducing distance between families and schools, proximity to schools helps overcome other barriers, such as gaps in supervision of girls, direct costs (particularly for food), and some opportunity costs, such as the time girls spend helping at home with household chores and sibling care (Kamano, 2000).

A decade of basic education reform

The government's Ministry of Pre-University Education (MEPU) has undertaken two major education sector improvement programs in the past 10 years, PASE I *(Programme d'ajustement du secteur de l'éducation*, 1990–1994) and PASE II (1995–2000). From 1990 to 1994, a principal focus of PASE I was expanding the supply of schools and classrooms. Government worked with NGOs and communities to build 1,500 classrooms (Kamano, 1995). Parents' associations (APEAEs), with support from NGOs, were active in mobilizing stakeholders around school construction activities. By 1999, 25 percent of the new classrooms were built by community associations with NGO participation, and 72 percent of all schools were rural. PASE I also piloted a national sensitization campaign to promote girls' education, with funding by USAID. The campaign was led by the Equity Committee in 1993–94, in seven pilot zones. The Equity Committee was formed in 1992 by MEPU, with support from USAID, to help address the educational needs of population segments not served by the expanded supply of schooling delivered by PASE I.

The progress in expanding access to schooling opportunities and raising awareness of girls' education resulted in a doubling of the percentage of girls enrolled, from 20 percent in 1990 to 40 percent in 1999 (Bah, 2000). In comparison, boys' enrollments increased from 44 percent in 1990 to 68 percent in 1999.

Even with more schools available to the rural communities, the rural net enrollments remained below expectations. It became apparent that increased access, by itself, was insufficient to attain the desired levels of enrollments and completion. In addition to lower enrollment rates, girls also were more likely than boys to drop out (7 percent compared to 5 percent in 1999). Girls' achievement levels were lower than those of boys (35 percent passed the primary school leaving exam in 1999, compared to 49 percent for boys). As a result, education in general, and girls' education in particular, is still a national priority (Kamano, 2000).

The focus of support for basic and girls' education has shifted to developing additional strategies to enroll more children in each community. The government has set a standard of enrolling all children. The PASE I experience made it clear that even with significant increases in government investment in education (17 percent of GNP), the related

enrollment and retention gains would still be insufficient to achieve education for all.

The Equity Committee developed a multilevel approach to educational support strategies, emphasizing national, regional, and local dimensions of educational expansion and development. Meeting the goals of PASE I and II has required mobilizing several sectors that could provide complementary support to basic and girls' education. These sectors included community-based organizations (CBOs), religious leaders, ethnic/cultural leaders, business leaders, and government leaders and representatives, including the Ministry of Social Affairs. These multisectoral partners are profiled below.

Community consultations

More recently, community consultations were carried out in 19 prefectures to engage local stakeholders and decisionmakers in assessing the location-specific barriers to girls' education and developing strategies and activities to overcome them. Numerous focus group discussions were conducted and reviewed with the community groups, including community leaders, religious leaders, APEAEs, business operators, and women's groups. The action plans developed by the 19 local alliances (see page 26) for girls' education were based on these community consultations and the results of 140 focus-group discussions (Elmer, 1998). The principal barriers identified by the community consultations were the following:

- Family and household resources
  - poverty
  - domestic chores
- Community beliefs and practices
  - pregnancy
  - early marriage
  - lack of awareness
  - loss of traditional values and roles
- Infrastructure
  - lack of schools
  - distance from schools
  - incomplete cycles in existing schools
  - lack of teachers and tutors
  - community isolation (poor/nonexistent roads and bridges)
  - lack of discipline in school
- Policy
  - no enforcement of marriage age laws
  - teacher employment policies

- no sanctions for male partners for pregnancy
- conflict between school schedules and cultural practices

The SAGE project's multisectoral intervention strategy

USAID/Guinea joined with other donors in supporting PASE I and II. USAID also was instrumental in supporting the committees and alliances that were formed to address the issue of gender equity during this period.

Plan International, an international NGO, has been working in Guinea for 10 years, supporting basic education in general and, since 1996, working for gender equity under a subcontract with the American Institutes for Research (AIR). Plan International received a subcontract to implement activities to further support primary education girls' enrollment and completion under Project SAGE (Strategies for Advancing Girls' Education), a USAID G/WID activity implemented by the Academy for Educational Development through a subcontract to Development Alternatives, Inc. The SAGE/Guinea Coordinator is Dr. Ali Badara Doukouré.

The strategic approach taken by SAGE/Guinea works from the assumptions that (a) government resources are insufficient to mobilize communities to significantly increase school participation, and (b) strong structures in the society and economy, if engaged and supported to focus on education, especially girls' education, could strengthen the resource pool and the power of public dialogue. The SAGE/Guinea team has developed a program of activities to support girls' education partnerships at the national and local levels, with a focus on "capacity building".

The Plan International team had been engaged at the national level through participation with the Equity Committee, which has carried on as a quasi-governmental consultative group since 1992. From 1996 to 1998, AIR/Plan focused on building and mobilizing stakeholders around the importance of girls' education. The SAGE/Guinea team developed partnerships with local and national-level stakeholders to support girls' education and linked the two levels for mutual support.

At the national level, SAGE organized a series of working meetings with representatives of the public and private sectors and with civil society groups including the media, religious leaders, women's organizations such as the Forum for African Women Educationalists (FAWE), local and international NGOs, and donors. The purpose of

SAGE/Guinea project timeline

1997	Sep	National Alliance formed (150 members) Local alliances formed
1998		Local alliances continued to be formed (19 total) Media Task Force formed (12 members)
1999	May	Community action plan workshops held in Mamou and Guéckédou
	June	Girls' National Education Day; annual meeting with National Alliance
	Sept	National Forum on Approaches and Strategy for Girls' Education produced National Strategy
	Oct	Action Plan and Strategy Workshop for Local Broadcast Media (Radio) Assisted local alliances implement new school year activities
	Dec	Conducted survey and gathered data on activities in 6 communities "Barry et Frères" (private business) pledged financial support to girls' education activities and donated advertising space
2000	Mar	Two workshops for local alliances for funding local media campaigns
	Apr	Workshop in Guéckédou to train facilitators of the Girls' Mentoring Program Developed advocacy tool to be used by the local alliances in the community (Plaidoyer) Developed guideline to improve the relationship between local alliances and the school system (Manifeste)
	May	Four local alliances wrote bylaws and register
	June	Girls' National Education Day celebration FAO, a UN agency, provided food for the Dougountouny community rebuilding a road between the village and school
	July	National Chamber of Commerce invited SAGE to write article on girls' education for their newsletter
	Aug	Interalliance visits begin Girls' success stories reported
	Sept	Workshop on "Development of Operational Procedures for Girls' National Education Fund" Set up National Girls' Education Fund Steering Committee
	Oct-Nov	Develop and conduct National Survey for performance assessment of local alliances plans and activities

these meetings was to raise collective awareness among sector leadership about the importance of girls' education and the context specific issues related to its promotion.

At the local level, SAGE worked to create partnerships in 19 communities by conducting focus group sessions with community and religious leaders, women's groups, representatives of the business sector, and parents. This initial awareness-raising and data-collection activity laid the foundation for the formation of local alliances in the 19 communities.

The need to build awareness and advocacy and to provide direct support for action and policy dialogue prompted SAGE/Guinea to organize a series of capacity-building activities. These activities reinforced the local and national multisectoral alliance structures by assisting with development of strategic and action plans and with specific interventions (Morin, 1999). The timeline of project activities on page 19 illustrates the process of engaging the various sectors, through data collection and consultation, agenda setting, action planning, and activity implementation.

The National Alliance for Girls' Education was formed in 1997 as an expansive consultative group, including 150 local and national representatives from several sectors with the specific mission of supporting and advancing girls' education. The National Alliance promotes public dialogue on the need to advance girls' education and suggests actions that groups and individuals could take. The Alliance defined and began implementing a national campaign to promote girls' education, including programs by community-based local alliances and national and local media messages supporting girls' education. The Alliance is represented by a working group of 12 members who serve as a regular point of contact for government, provide oversight of strategy implementation, and coordinate mobilization and fundraising efforts.

The formation of the National Alliance was based on the recognition that the power of its advocacy and communication strategy, described below, would reinforce to local, community-based initiatives such as those undertaken by the local alliances. There exists a "loose coupling" of the activities of the National and local alliances, by which neither of the entities has directive authority over the other. Rather, the National Alliance works at the national and central levels to advocate for and activate sectoral leadership, government policy support, proactive public communications, and specific support enterprises that otherwise would not be accessible to the local alliances. The local alliances plan and mobilize for specific development activities in their constituent

communities to overcome specific barriers to girls' enrollments and completion.

Local alliances have been formed in 19 communities, since 1996. Composed of approximately 15 members each, the alliances represent communities' girls' education interests in the target prefectures and subprefectures. Their initial activities spread awareness to villages and hamlets through a diagnostic and awareness-raising exercise. Since their inception, the local alliances have undertaken support projects such as school and classroom construction, road maintenance and repair, building latrines, repairing desks, selling school supplies at a reduced rate, endowing scholarship funds, developing media messages in support of girls' education, and promoting activities for National Girls' Education Day.

The local alliances were formed out of the community consultations that identified barriers, recommended solutions, and identified the groups that exhibited the greatest strengths to support the solutions. The barriers to girls' education were discussed above. The strategies and interventions generated through the consultations to overcome these barriers were the following (in descending order of importance):

1. Educational family-planning programs
2. Improved working conditions for women/mothers
3. Sensitization campaigns
4. School construction and repair
5. Programs to reduce school costs
6. Assure complete primary cycle in existing schools
7. Reinforcement/creation of APEAEs
8. Recruitment of more competent school personnel
9. Improvement of transport systems and roads
10. Rewarding girls' school performance
11. Monitoring girls' progress in school and homework
12. Literacy programs for parents and dropouts (Elmer, 1998)

The community groups and roles that were identified to help implement the strategies and activities are listed below, in priority of each group's strengths to help with implementation:

The community consultations were followed by discussion with the community groups for action and implementation. The groups elected representatives to form the local alliances that now serve to represent

Table 3.1: Sectoral strengths for supporting girls' education (local level)

Community initiatives to overcome barriers	Community leaders	Religious leaders	PTAs	Business leaders	Women's groups
Awareness raising campaigns	2	1	3	3	5
Monitoring and follow-up w/students, teachers, programs	1	3	2	5	4
Mobilization of human and financial resources	1	4	5	1	3

(Elmer, 1998)

each group's interests and act on behalf of the groups to support the education of girls in their communities.

The National Alliance's media campaign to promote girls' education was initiated by its Media Task Force in 1998, and is implemented by national and regional media partners. The task force was formed with 12 Alliance members to direct and coordinate the national and regional media campaign, including spot announcements, songs, plays, and public announcements about the importance of sending girls to school and ensuring their completion. In addition, the Media Task Force members donate time, and their documentation and writing skills, to work with the local alliances to document their activities and changes in school enrollments, attendance, and completion.

Introduction of key sectors and stakeholders

The government's Ministry of Pre-University Education (MEPU) has undertaken two major education sector improvement programs in the past 10 years, PASE I and PASE II. The objectives and priorities of the reforms were determined by two national conferences (*états généreaux*) organized in 1984 and 1985. From 1984 to 1989, efforts were directed to produce a document to describe the conditions and directions of education and to orient education stakeholders and partners to priority areas for improvement, as identified by the conference participants. The *Declaration of Education Policy* (1989) continues to serve as a principal reference for government, other sector partners, and donor organizations (Doukouré, 2000).

The achievements of PASE I and II are linked to the multisectoral partnership approach adopted initially by the National Equity Committee in 1992 and expanded by SAGE/Guinea in 1999. This strategy identified NGOs and the private sector as key players in the partnership,

and government and donor organizations engaged them at different periods in the process (Doukouré, 2000).

The Equity Committee was formed in 1992 to advise the MEPU about gender issues during PASE I and II. Local alliances are community-based groups composed of local leaders and representatives of several sectors for the purpose of mobilizing communities on behalf of girls' education interests. Nineteen local alliances have been formed since 1996. The National Alliance is an umbrella organization for the local alliances, linking them to each other and with national and central leaders in several sectors, including government, media, religious organizations, business, and PVOs/NGOs.

The public interest in basic and girls' education, as expressed in the public dialogue led by the National Alliance, encouraged local communities and private groups to undertake a range of educational initiatives. The convocation of multisectoral partners at the local and national levels constitutes a set of relationships that entails national-level leadership and local-level actions to support girls' education. These nontraditional sectors, actors and partnerships in girls' education are profiled below.

Community-based organizations

CBOs have developed effective relationships with communities through which they have been sensitized and mobilized to support girls' education. CBOs and NGOs have a relative advantage in discussing and addressing sociocultural issues, traditional beliefs, and attitudes that have been barriers to girls' participation in school. Among these organizations, religious leaders, ethnic elders, and local government officials and leaders are important in shaping local opinion, decisions, and actions. These "sectors," particularly the religious and social/tribal sectors, have played dominant roles in initiating school and classroom building (Kamano, 2000). "Education promoters" have been significant actors in raising community awareness regarding girls' education issues. These promoters have comprised mainly religious/community leaders and former civil servants (Doukouré, 2000).

Nongovernmental organizations

NGOs have played a significant role in advancing the rural economy and society in Guinea, including establishing and managing schools and promoting educational equity. International NGOs, such as Plan International, *Aide et Action*, Save the Children, and World Education, actively support infrastructure development, personnel training, and community awareness and mobilization. National NGOs, such as the Association of Resortissants of Brouwal Sounki, often are formed by *ressortissants*, successful urban citizens who wish to assist their home

communities. This type of association often is based in the capital city but can include members residing outside the country. These "extra-village" members work to mobilize resources for their home villages to build schools or organize other social support programs. The interventions and support of international and national NGOs have made schools more accessible in many underserved and rural areas and have contributed to girls' enrollments (Kamano, 2000).

Religious leaders

The role of religious leaders in determining the acceptability of an activity is quite strong, especially in rural areas. For example, it proved difficult to establish public schools in some communities in the Fouta Djallon region because religious leaders opposed public schooling as a social competition to Islamic beliefs. To address their opposition, public education officials used Koranic references in their discussions with the leaders. The result of the dialogue was their acceptance of a broader view of education for the children in their communities and a role for themselves in promoting education. Now, religious leaders are consulted routinely on educational issues. Their increased participation in promoting girls' education contributed to a demand for schools that the government could not satisfy. Consequently, many communities have mobilized to build and supply schools with the help of NGOs and village associations (Kamano, 2000).

Ethnic elders associations

Associations of village elders are particularly active in the Mandingo and Forest regions. Ethnic elders' associations have provided leadership in setting community agendas for school support, using their traditional forms of power and organization. These ethnic elders have organized youth and young adults to supply local construction materials and labor for new school buildings. The ethnic elders are routinely recognized, consulted, and involved in village education issues (Kamano, 2000).

Parents' associations and government organizations

In 1985, formal parents' associations (APEAEs) were created to link communities to schools. Many APEAEs are now active, especially when supported by NGOs, but there remains a need for more consistent articulation between the school and the community. The effectiveness of APEAEs to provide some oversight of school operations and quality has been hindered by the passivity that has accrued toward the "government schools." Community associations, like parents, had been excluded from decisionmaking related to schools, reinforcing the status of schools as government institutions rather than community resources. The communities' and parents' roles

had been defined by government mainly as sources of funding for school construction and hiring of teachers (Kamano, 2000).

The private sector

Local businesses have become involved in social mobilization activities to support girls' education. They have offered resources to build classrooms for rural communities and given cash or in-kind awards to girls succeeding in their final examinations. The participation of these businesses is the result of active engagement on the part of government and NGOs. Businesses also have the potential to help create a positive image of women in the workplace by highlighting them in positive roles in their advertising and showcasing professional women and their work. These images can encourage girls to succeed in school. On a separate level, the private sector also may widen its operation of private schools, which would complement government's ability to effectively reach all populations (Kamano, 2000).

The media

Overall, print and broadcast journalists have expressed a willingness to work as a "stakeholder group" to support girls' education through a media strategy. In 1998, a Media Task Force was formed with 12 print and broadcast journalists as members. Its objective is to implement a media strategy in support of girls' education on a national and local level that includes radio messages in regional languages. Both print and broadcast journalists have covered girls' education, especially major events organized for its promotion. Over 70 newspaper articles published in the past two years emphasized national events and local stories about girls' education. National and regional radio journalists also have broadcast stories highlighting girls' education.

Multisectoral partnerships for girls' education

The activities identified by SAGE/Guinea team to consolidate the multisectoral partnerships, strategies, and actions to advance girls' education and strengthen the support structures that have been formed included the following:

- Local alliances
  - technical assistance for development of action plans
  - delivery of equity training to subprefectural pedagogic leaders in order to promote a more favorable environment for girls' education
  - training for local alliances in diversifying and mobilizing national and local resources
  - designing and implementing a local media campaign to promote girls' education through broadcast messages

- National Alliance
  - facilitation of a national forum on girls' education, which included representatives of different sectors, resulting in a national multisectoral strategy
  - assistance to the Media Task Force in the development of a communication strategy and action plan for promoting girls' education
  - feasibility assessment and establishment of a national fund to support girls' education
  - development of a monitoring and evaluation system to measure progress of the National and local alliances toward achievement of project results and objectives

The local alliances

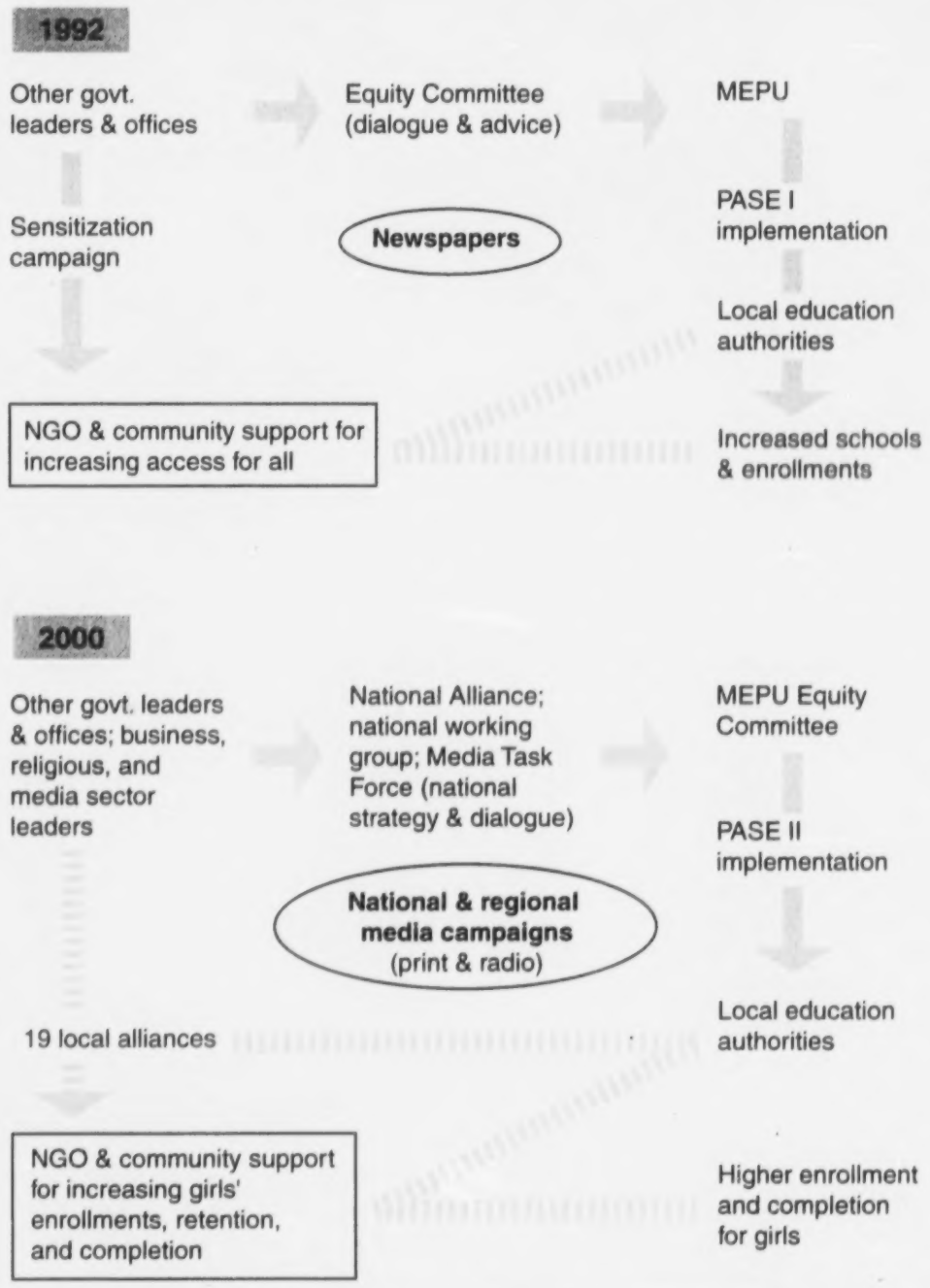
The process of setting up local alliances was done in two 2-year periods: 1997–1998 and 1998–1999. Local alliances were formed systematically in response to community concerns arising from the results of the initial focus groups. Lélouma and Dounet in the Mamou prefecture collaborated with the Girls' Education Project (which preceded the SAGE/Guinea project) to organize a reporting ceremony for the participants of the focus group discussions. A videotape of the focus groups was presented to participants. As a result of this "acknowledgment" ceremony, participants decided to create a "bureau" for leading their girls' education support activities. This event marks the first step taken for consensus building at the local level.

The initial awareness-raising activities conducted with local leaders of the community, religious groups, women's groups, representatives of the private entrepreneurial sector, and parents in 19 communities formed the basis of the local alliances. The 19 communities were selected on the basis of two criteria: ranking lowest on girls' education indicators and the presence of a "lead" partner to work with, such as PLAN International, the Equity Committee, World Education, or Save the Children.

Six of the local alliances were selected as "pilot communities" for more intensive support from SAGE/Guinea for capacity building to design and implement their community action plans. The other 13 will benefit from their affiliation with the National Alliance and the Media Task Force. These additional 13 alliances and their partners receive a more limited set of activities and supervision, including the celebration of National Girls' Education Day, the New School Year Opening Ceremony (focusing on girls), and sharing of information on successful local strategies for improving girls' education.

These two "tiers" of local alliances will provide two important sets of information to guide replication of the local alliance concept and the

Figure 3.1: Evolution of multisectoral partnerships in girls' education


1992
Other govt. leaders & offices
Equity Committee (dialogue & advice)
MEPU
Sensitization campaign
Newspapers
PASE I implementation
Local education authorities
NGO & community support for increasing access for all
Increased schools & enrollments
2000
Other govt. leaders & offices; business, religious, and media sector leaders
National Alliance; national working group; Media Task Force (national strategy & dialogue)
MEPU Equity Committee
PASE II implementation
National & regional media campaigns (print & radio)
Local education authorities
19 local alliances
NGO & community support for increasing girls' enrollments, retention, and completion
Higher enrollment and completion for girls

activities conducted by them. The "pilot" tier of six that receives more intensive support will provide lessons about which local programs and activities prove successful in their implementation, effect, and sustainability. The other 13 will provide lessons about organization, functioning, and the scale of initiatives for replication outside the scope of direct SAGE/Guinea project support.

In 1999, a workshop provided technical assistance to the local alliances for development of community action plans. It was attended by more than 80 representatives of local alliances, pilot zone communities, government officials, and members of the national and regional press organizations.

Of the six pilot local alliances that have promoted girls' education, Dougountouny has achieved particularly significant results. In two years, the local alliance has built its own secondary school to address the issue of girls' safety. And its girls' enrollment rate has increased from 10 to 30 percent. In Kaback, under the alliance leadership, the community has built three schools and is providing salaries for eight teachers. In Lelouma, the alliance has raised over $5,000 to build its own secondary school. In Guendembou, the alliance, in partnership with Rural Radio, has organized an awareness campaign in local languages and a music contest between schools.

The local alliances also provide multisectoral support to existing groups within the community. For example, the strategy for activating parents' associations is to establish school relationships with the most influential community groups. Based on lessons learned from SAGE/Guinea experience, the process of building up the school-community partnership includes a minimum of three steps. The first step focuses on identifying, selecting, and training community leaders to play the role of facilitator/interlocuter with the school. The second step is to extend the interaction with the school to larger community groups. The objective of this step is to engage the community and shift attitudes and behaviors positively toward equity in school access and participation. This can be done, for example, through participation in local alliance activities and media events such as the broadcast messages and celebration of Girls' Education Day. The third step is to strengthen the image and awareness of school success and successful interaction with the community. The objectives of this level of integration of the school with the community are to engender teachers' and community members' willingness to address barriers to participation and success, practice participatory styles of planning and implementation in supporting girls' education, improve community-wide human and natural resource management, and develop partnerships with stakeholders outside of the community, including donors (Doukouré, 2000).

The National Alliance

The national approach to advancing girls' education in Guinea is to convene major stakeholders across sectors at the national and local levels, including religious and political leaders, and representatives from civil society, business, and government. The National Alliance was formed out of these sectors to systematically support and advance girls' education. A multisectoral committee, the National Working Group, manages the activities of the National Alliance and meets every month to monitor progress.

The National Alliance has provided 1) a forum for developing a national strategy for supporting girls' education, 2) an affiliative group for the local alliances for communication and resource networking, and 3) sponsorship of the Media Task Force, which is making girls' education a regular feature in print and broadcast media. Besides regularly appearing articles in various media outlets, national radio and television carried several hours of programming on the issue of girls' education in June 1999. As part of that program, the Minister of Social Affairs officially stated the government's commitment to promote girls' education. The Media Task Force also participated in developing a local media campaign in coordination with the activities of the local alliances.

In addition to these support entities, the National Alliance sponsored several public events to keep girls' education in the public consciousness. For the past two years, a National Girls' Education Day has been celebrated all over the country and, as of last year, School Opening Day Ceremonies were organized and celebrated.

The private sector has responded through participation in the National and local alliances. Presently, 14 percent of schools are privately funded. Additional support to public schooling has been forthcoming in awards in cash or kind to promote girls' education. One private company included girls' education promotional messages in its national sales campaign.

The National Forum, which resulted in the National Strategy for Girls' Education, is described below, followed by a description of the Media Task Force and its initiatives, and the newly initiated National Fund for Girls' Education.

The National Forum on Girls' Education

SAGE/Guinea's role in organizing and convening the National Forum on Girls' Education was to secure the participation of key sector leaders, ensure communication among participants about the purpose and agenda, develop the program, prepare reference information, facilitate the forum, and produce the final document. The National Forum materials included press releases, radio spots, and girls' education-related materials.

Three factors were cited by Doukouré (2000) as particularly important in working with so many stakeholders across sectors in the planning and implementation processes: (1) keeping the focus on their collective objective, advancing girls' education; (2) building on past and current support activities of each stakeholder group; and (3) making the process as participatory as possible.

The inclusion of several sectors and the participatory process of developing a national strategy for girls' education marked a milestone in educational planning in Guinea. Participants recognized that the approaches and strategy must be sanctioned by the government, given that government was in the process of reviewing and reformulating its own national education strategy. However, the forum afforded those representing the media, the religious sector, women's organizations, businesses, and others the opportunity to provide input to the government's position, policies and programs. The forum was organized to solicit and vet this input with multiple stakeholders and represented a significant public event in inclusive and transparent planning.

Nearly 200 participants represented sectors that already had been active or indicated a willingness to engage in the cross-sectoral dialogue on girls' education. These sectors and representatives included the following:

Sector	No. of Participants
Civil society	82
Public sector	73
Private sector	9
Donors	11
Press	10
Religious leaders	15

It is necessary to note that among the invited local participants, several members of the private sector were listed as "public sector representatives," since, as local alliance members, they considered themselves representatives of their communities.

The dual purpose of the forum's program was to (1) disseminate girls' education-related information and (2) build consensus among participants.

Guinea's prime minister opened the forum, calling upon participants "to find a common vision in elaborating approaches and a strategy for girls' education in our country." He underlined the necessity for "collaboration of everybody, particularly community stakeholders,"

and spoke of the role of NGOs in contributing to the development of education. In closing, he added that he was delighted at the level of mobilization and organization at the community level in the area of girls' education, and that organizations such as the local alliances should inspire actors at the national level to a higher degree of collaboration. Other sectoral leaders confirmed their support, including the respected religious leader, El Hadj Abdourahmane Diallo of the Lélouma local alliance. Diallo expressed what girls' education means for his community and gave specific examples of activities undertaken in Lélouma to promote girls' education (Morin, 1999).

The results of a study conducted by Bah (1999) for SAGE/Guinea were presented to the participants. The study reported on the potential for mobilizing resources at the national level in support of girls' education, finding that 80 percent of respondents across sectors correctly identified the advantages of girls' education. Not surprisingly, women, particularly businesswomen, had a much higher rate of correct responses. Respondents also identified material, financial, and human resources that could be made available for promoting girls' education. Some also responded that they would be willing to donate their own time in lieu of financial contributions. Most respondents indicated that an effort to mobilize resources should include requests to persons at all socioeconomic levels.

When representatives from the private sector were asked if contributions were currently being made to education, over 50 percent said they were not contributing because a company's purpose was to make a profit and satisfy its employees. However, nearly 50 percent indicated that their company would be prepared to finance a community initiative if it would not affect their normal operations and they were "psychologically oriented" toward community initiatives. Respondents also indicated that solicitation of the private sector would need to overcome the prevailing view that the responsibility for financing development lies with government, NGOs, and donors. Even so, over 80 percent of those interviewed indicated they would be prepared to provide financial support as long as they could be assured of the destination and use of funds (Bah, 1999).

The National Forum generated specific commitments that became part of the national strategy including an overall objective, specific objectives, priorities, a list of approaches and follow-up recommendations.

The Forum agreed that the general objective for girls' education in Guinea is :

- To render local [the community and its partners] and national [public and private sectors and civil society] stakeholders

capable of mobilizing human and financial resources in order to build an environment [community and school] responsive to the education needs of Guinean children, particularly Guinean girls.

Specific objectives are to:

- Increase community participation in the conception and execution of girls' education programs
- Reinforce organizational support to communities, parents, schools, girls, and national stakeholders
- Develop a greater understanding of the importance of girls' education and the responsibilities of the community, parents, and schools in educational equity

Participants also recommended that a follow-up committee be established to track these recommendations and strategy actions. A multisectoral committee of 11 members was formed to implement the recommendations with representatives from the public and private sectors and civil society organizations, including: The Equity Committee, the Ministries of Social Affairs and the Territorial Administration, SABOU/GUINEA, the Association of Basic Education Women Teachers (AGFEE), Action Aide, The National Alliance, and the Media Task Force. The committee is conducting multisectoral meetings to strengthen the national consensus on girls' education. This committee has:

- Adopted a strategy to operationalize forum recommendations
- Reviewed and discussed tools developed for advancement of girls' education, including an advocacy tool, guidelines for developing community relationships with the school, and a questionnaire to surface and focus demand and supply questions
- Agreed to pursue private sector organizations for resource mobilization (Doukouré, 2000)

The Media Task Force

The Media Task Force was developed as an extension of the National Alliance as a means of including media representatives as partners with other sector stakeholders in actively supporting girls' education. Print and broadcast journalists have used the media to closely cover girls' education events and to emphasize educating the public rather than simply reporting events. A strategy was developed with technical support form SAGE/Guinea that includes girls' education communication plans for local radio stations and other media. The 35 participants in a 1999 workshop included representatives of the six pilot local alliances, their local working partners and the national and local media.

Table 3.2: Audiences and barriers targeted by Media Task Force activities

Audience	Barrier
1. Leaders • religious • opinion leaders • business	**Sociocultural** • beliefs (traditional and religious) • lack of female role models • excess of distractions (dances, video clubs)
2. Authorities • political • in the school system	**School system** • lack of qualified and motivated teachers, male and female • insufficient infrastructure (long distances to schools, not enough seats) • lack of teaching materials • lack of sex education for teachers and students • high costs (for uniforms, supplies, food, transportation, exam fees, registration fees, etc.) • lack of monitoring of student and teacher presence
3. Teachers	**Bad behavior** • abusing girls • treating girls inequitably in class • impregnating girls
4. Parents of young children and ressortissants	**Domestic** • heavy work load for girls at home • ignorance of the value of educating girls • lack of support for girls' equality • weakness of PTAs • fear of rape of girls in school or on the road
5. Young girls	**Nonsupportive environment** • lack of self-confidence • not encouraged to enroll in school • not encouraged to return after vacations • not encouraged to graduate • no idea of rights to equity treatment at home, at school, and in the community

(Morch, 1999)

The initial focus of the media campaign was on local radio messages designed to encourage girls' enrollments, next year enrollments, and completion. Technical assistance was provided through a workshop to identify audiences and messages (overcoming barriers to girls' enrollments and completion), set programs and timetables, and identify financial support for the programs.

An important aspect of an effective program is timing of the messages. The following timetable was adopted for the communication campaign:

- Early October: to encourage parents to enroll their daughters in school, to remind the authorities to prepare a favorable

Table 3.3: Review of Guinea multisectoral partnerships to advance girls' education

Partnership entity	Sectors/ partners	Activities	Capacity building interventions	Contributions to partnership	Contributions to girls' education
National Alliance	• Government (elected and appointed) • Media • Religious groups • CSOs • Private sector • CBOs	National Forum on Girls' Education: • The National Strategy • The National Fund	Planning and facilitation for forum; organizational and communication support	Engagement in national dialogue; introductions among sectors; sector actions are strategic rather than ad hoc	• Policy change • media messages • material support • financial support
Media Task Force	• Print • Television • Radio journalists	Press Coverage of Girls' Education Issues: • Regular feature and short article coverage of issues, actions and progress in advancing girls' education	Participation of media members in National Alliance activities and events	Media awareness and knowledge of girls' education becoming more routine, analytic, and specific	Girls' education, including actions and accomplishments in various sectors and locations becoming well known
	Journalists: • 8 radio • 2 press • 1 television	• Local media campaigns • Radio messages to reach communities • Monitoring of local alliances' activities	• Technical assistance • Planning, audience identification message development, use of school statistics	• Planning: target pop., message development • Implementation: local financing and fundraising schemes, programming	Encourage girls' enrollments, attendence completion

environment for girls in the community and at school, and to remind the teachers to treat girls fairly.

- Mid-December: to persuade parents to let girls return to school and to encourage girls to do so after the end of December-break.
- Mid-April: again to encourage return after the April break.
- In July, August, and September: during the long annual break, to give the girls confidence about their worth and their right to go to school, to encourage parents to send them, and to appeal to the authorities and teachers to make it possible. (March, 1999)

Table 3.3 (cont.): Review of Guinea multisectoral partnerships to advance girls' education

Partnership entity	Sectors/ partners	Activities	Capacity building interventions	Contributions to partnership	Contributions to girls' education
Local Alliances (19)					
6 pilots	• CBO leaders • Media • Religious representatives • Parents • Private Entrepreneurs • Women	Action Plans: School-community support activities Participation in National Forum Support from Media Task Force	Technical Assistance for resource identification, program design and planning, media strategy development, monitoring and evaluation	Strengthening the program and technical capacities of Alliance members	Direct community support programs based on local needs, including new schools and classrooms, safe pathways, scholarships and awards, local oversight of schools' "girl-friendliness"
13 affiliates	• CBO leaders • Media • Religious representatives • Parents • Private Entrepreneurs • Women	Participation in National Forum	Sharing of strategies, technical tools, participation in national events	Strengthening the resources and information of Alliance members	Direct community support programs based on local needs, including new schools and classrooms, safe pathways, scholarships and awards, local oversight of schools' "girl-friendliness"

Members of the media task force also are volunteering their time to monitor and report on the activities of the local alliances and on changes in school enrollments, attendance and promotion. Two-member teams spend two days each on periodic visits, working with the local alliances and school officials to review implementation of their girls' education action plans, using school records to discuss results. These media teams submit reports to SAGE/Guinea for identifying those achieving significant success and those that appear to require additional technical support.

The National Fund for Girls' Education

One of the National Forum recommendations was to create a transparent and properly administered National Fund for Girls' Education. This recommendation legitimized the fund and indicated the willingness of the public and private sectors, civil society partners, and donor organizations to invest in the fund. Girls, schools, communities, and

organizations working to support their education will be the recipients of fund support. Technical assistance was provided to assist in establishing criteria for identifying and qualifying beneficiaries and the legal procedures for managing and administering the fund. SAGE/Guinea carried out a feasibility assessment for establishing the National Fund, including bylaws for the operational structure of the funds raised, administrative and financial procedures, fundraising strategies and mechanisms at the national and local levels, and a work plan and schedule for fundraising.

The first constitutive assembly of the National Fund, FONSEF *(Fonds National de Soutien à l'Education des Filles),* was held on December 14, 2000. FONSEF is supported and managed by 41 contributors from a broad base of sectors, including government, CSOs and NGOs, the private sector, media, and religious organizations. By early 2001, over US$3,000 had been raised from local private sources.

Conclusions

The Guinea example of developing and promoting partnerships across sectors to advance girls' education provides lessons at several levels. First, government was initially successful in securing support from nongovernment partners in establishing more school spaces in rural areas closer to remote villages and homes. Secondly, there was recognition that the strength of a social system is not necessarily dependent on financial resources. The contributions of many of the nontraditional partners, such as religious leaders and village ethnic elders, were based on their ability to remove obstacles by changing norms and expectations and by mobilizing communities to support school and classroom construction activities and girls' enrollments. And, the ability of the local and National alliances to convene leaders and representatives from among several sectors for a common cause has demonstrated the power of a consistently articulated message that is widely valued by members of society.

The following are additional conclusions and lessons drawn from the Guinea experience that offer guidance to multisectoral partnering in other settings:

The facilitative role of the project

When queried about critical dimensions in developing the multisectoral partnership approach, the SAGE/Guinea project coordinator emphasized the credibility of the project team as crucial to its ability to convene potential partners cross-sectorally and initiate partnerships with new actors. The characteristics used to describe this credibility were "committed and reliable," to demonstrate that the commitment to a shared goal supercedes sector-bound interests and that reliability of

the team serves to exemplify an essential ingredient in developing trust and lasting-partnerships.

The relationship between the national and local alliances

These entities have demonstrated a synergism that generates and provides value at the national and local levels, from each to the other. Different resources can be obtained at these levels, and different activities can be competently and efficiently delivered at each. For example, at the national level, the alliance has access to policymakers and decisionmakers in government, media, religious organizations, and large-scale private enterprise. Media messages take on additional persuasive power when articulated by publicly recognized and respected figures. The ability to influence group behavior to support girls' education, as with the National Strategy, is enhanced with this level of public support, just as media messages encouraging individual behavior to support girls' schooling are given greater credibility. The public role of the National Alliance also lends guidance and credibility to the work of the local alliances.

The local alliances, in turn, can develop communication and credibility with the community that would not be plausible for a national entity. The generation of a local resource base, identification of local priorities, the development of a track record of successful support, and the ability to sustain the community's commitment to girls' education are uniquely accessible to the local alliances. The experience of the local alliances lend grass roots sensibility and experience to the national dialogue and, consequently, credibility to their National Alliance counterpart.

The reciprocal relationship of these two levels is hypothesized to strengthen them in the intermediate term and make them more sustainable in the long term.

The interplay between opportunity and design

The development of multisectoral partnerships has been largely dependent on the articulation of a widely valued goal, advancing girls' education, and the ability and credibility of a cadre of leaders who can bring nontraditional partners together. The SAGE/Guinea team, led by Dr. Doukouré, is nationally recognized for previous achievements in advancing basic education and for a facilitative style whereby credit accrues to all stakeholders for shared obligations and contributions. Strong leadership allows the recognition of opportunity and the ability to capitalize on favorable circumstances. In a dynamic setting where new and unfamiliar arrangements are being advocated—in this case multisectoral partnerships—the value of a respected and trusted "social entrepreneur" appears central to the success of the Guinea program.

The ability of these new partnerships to systematically deliver a sustainable program of support, however, will depend to a large degree on

whether there is a methodologically sound design shared by all partners. This design aspect was built into the National Forum, the Media Task Force's campaign, and the local alliances' action plans. Routine assessments of progress and design updates will be important if these entities are to maintain fidelity to their purpose and a shared sense of purpose among members.

The sequencing of activities

Program design plays a fundamental role in the success of engaging partners in activities that contribute to a common goal. Project implementers must be aware of the realities in their working "zones," whether at the national or community levels, and they must also adapt to situational circumstances as the need arises without losing their focus or mission. This awareness of both the project goal and working realities are reflected by articulated objectives, priorities, and linkages, generated and shared among the partnerships for girls' education. This project approach has built on previous achievements in supporting girls' education and the dialogue already begun among sectors. The Guinea project team has viewed its evolving strategy as a continuous learning process with its partners.

4. Morocco

Introduction

In Morocco, a robust partnership of government, CBOs, NGOs, businesses, and media works on national forums and campaigns and in girls' education pilot sites in rural areas in the north and south of the country. This chapter first reviews the context of education and girls' education in Morocco, including the barriers to girls' participation and completion. It then describes USAID's girls' education programs, focusing on the Girls' Education Activity (GEA), and includes a brief description of each sector partner and its support activities. The chapter concludes with a discussion of the main lessons learned from the Morocco program experience.

Context

Morocco's recent elections and ascension of King Mohammed VI created popular enthusiasm and optimism for socioeconomic growth and educational reform. Despite the optimism, conditions remain difficult: 55 percent of rural households have no electricity or potable water; 48 percent of the population is illiterate; and illiteracy is as high as 75 percent in rural areas and 89 percent among rural women. In rural areas, the total fertility rate is estimated to be 4.1 children per woman (Muirragui and Yamouri, 2000).

Morocco's education system requires increases in access and quality that outstrip the government's financial and administrative ability, particularly in the rural areas where the need is most acute. For example, in 1989, 22 percent of small villages had no access to nearby schools. Only 15 percent of the second basic cycle schools (grades 7–9) were located in rural areas, and no secondary schools were located in the rural areas at that time.

Though 60 percent of girls at age 7 were entering primary school in 1989, only 40 percent were completing (Muirragui and Yamouri, 2000; Rihani and Hebert, 1995). Moreover, by the early 1990s, the percentage of girls attending primary school was skewed toward urban areas, with rural areas seriously lagging behind.

Morocco undertook two new initiatives in the early 1990s: mobilization campaigns in rural areas to promote awareness among parents of the importance of enrolling their children in school and keeping them there, and completing the construction of satellite schools (which were supposed to be in all villages of more than 300 people). A satellite school consists of two classrooms and three teachers, and provides instruction for grades 1–6. The expansion effort resulted in 280 new autonomous schools, 24 of which were rural; 469 nucleus schools (schools that have lower-grade feeder schools or satellite schools located nearby); and 1,594 associated satellite schools. An additional 6,947 classrooms were built (a 12.5 percent increase).

By school year 1992/93, 1,059,000 girls were enrolled in primary schools, and by 1993/94, primary school enrollments were 58 percent of total enrollments, though that aggregate figure masked the large disparity between urban and rural enrollment rates of 89.4 and 36.7 percent respectively. The disparity between boys and girls' enrollments was especially large in the rural areas where total enrollments were lowest: 22.3 percent for girls and 50.4 percent for boys (Rihani and Hebert, 1995).

Rihani and Hebert (1995) documented conditions in education that needed to be addressed if education for all is to be achieved. These included:

- **Access:** there were very large disparities between urban and rural enrollments, "two worlds" in the words of the education minister at that time. The absence of girls in rural schools was particularly acute.
- **Retention:** in rural areas, the dropout rates for boys and girls were 50.4 and 54.0 percent.
- **Attainment:** high rates of efficiency in urban areas were observed, but less than half of rural students—boys and girls—were completing grade 6.
- **Achievement:** once girls enter school and are retained, their chances of succeeding are equal to those of boys.
- **Quality:** improvements were needed, including curriculum, teacher preparation, and instructional materials.

Specific barriers to girls' education identified for action by the USAID-supported partnerships include the following:

- **Economic and social constraints:** including direct and indirect costs of schooling; poverty; traditional cultural views of women's roles; concern for girls' safety; parents' illiteracy; and family perceptions that there are few benefits to educating girls.
- **School-level constraints:** including lack of school infrastructure such as water, electricity, latrines, and teacher's housing; school distance; a poor teaching and learning environment; language constraints to learning; inequitable classroom treatment of girls, and an insufficient number of female teachers (GEA Annual report, 1999).

The GEA multisectoral intervention strategy

USAID/Morocco conducted a contextual and situational analysis in 1995 to determine the status of girls' education, key barriers to girls, and preliminary identification of possible strategies and actions to address

these barriers. USAID initiated support for basic and girls' education in 1996 when the Ministry of National Education (MNE) requested assistance for its reform of the primary education system to better meet the needs of rural children, especially girls. The USAID/Morocco supported Morocco Education for Girls (MEG) project is a two-phase activity. Phase I tested (a) improvements in pedagogical practice, (b) strengthening community participation, and (c) improving planning and management of the MNE provincial delegations. Phase II of MEG will replicate tested practices in multiple provinces (USAID, 2001).

The Morocco Girls' Education Activity (GEA) began in 1997 as one of six USAID-assisted countries participating in USAID's Girls' and Women's Education (GWE) program. The GEA is implemented by Management Systems International, Inc. (MSI) under a subcontract to the American Institutes for Research (AIR). The GEA emphasizes support for girls in selected rural provinces where the challenges to girls' enrollment, retention, and completion are greatest. The goals of the GEA are to:

- Strengthen the capacity of NGOs working in girls' education
- Involve civil society, particularly the private sector, in girls' education
- Create awareness among media professionals of the importance of girls' education

The GEA has mobilized activities across sectors—government, civil society (including NGOs), the private sector, and the media—to promote and advance girls' education. This focus on multisectoral mobilization is an acknowledgment that education for all, especially for girls, is unlikely to be achieved in the foreseeable future by relying solely on existing policy and service delivery structures and actors.

The focus on multisectoral partnering required USAID to facilitate communication and support new relationships among individuals and entities, many of whom traditionally had not worked together. The project team, therefore, was required to understand the social and cultural characteristics of each potential partner. In accordance with the GWE approach, a Moroccan national was thus selected as project coordinator, since such sensitivity would be at least as important as the technical requirements of the project.

Project staff systematically engaged key organizations and entities as partners to support girls' education, performing tasks such as process facilitation, technical leadership and support, and ongoing advocacy to reinforce the importance of girls' education within the broader context of education for all.

Morocco GEA Project Timeline

1996	Sep	GWE/GEA begins
1997	Jan-May	National and local-level data gathering
	Jun	Publication of "Girls' Education In Morocco: State of the Art"
	Oct	National Conference on Girls' Education and formulation of action plans
	Dec	National press conference Founding of girls' education support committee (CSSF)
1998	Jan-Dec	Girls' action plan implementation
	Mar	New government presents program to Parliament
	May	International Conference on Girls' Education
	Jun	Network of NGOs formed Royal Commission established to draft Education Reform Charter
	Sep	Meetings of public-private partners
	Nov	WAFABANK pilot project
	Dec	Action plan evaluation
1999	Mar	Marrakesh private sector conference Ministry publishes "Rehabiliter l'école"
	May	CSSF launches girls' scholarship program
	Jul	Private sector organization, The Bridge (Al Jisr), founded Ministry/private sector support 600 schools King Hassan II dies; Mohammed VI becomes king
	Aug	Education Reform Charter
	Nov	Al Jisr presents partnership approach
2000	Jan-Feb	Media mobilization
	Mar	Caftan 2000 Two large competing marches on women's rights Travel of girls' scholarship recipients to reach the sea
2001	Mar	Caftan 2001 Al Jisr goal for 2001 to partner 600 private sector organizations with disadvantaged schools

An overview of project activities illustrates how staff engaged various sectors through data collection, consultation, agenda setting, action planning, and activity implementation.

Project staff work in support of the objectives of the MNE, which include education for all by 2002 with a focus on disadvantaged groups, notably rural children and particularly rural girls. The ministry also is promoting improved educational quality and policy reforms. In support of these initiatives, USAID/Morocco has developed its own strategic objective of increased attainment of basic education among girls in selected rural provinces, which includes an enabling objective of increased awareness of value of girls' education.

The GEA staff initially encountered challenges in promoting multi-sectoral collaboration. Among them was the highly centralized system of government. There remains a pervasive belief that education and health are government responsibilities. The expectations of and commitments by government in these sectors exceeds its resources and administrative capabilities. In acknowledgment of these limitations, and in light of the need for services and reform, government has been actively seeking effective partnerships. The private sector recently has become energized in supporting education and is organizing its approach. There also are NGO partners active in education, although many do not work in rural areas. (Poverty and illiteracy often result in weak organizational and communication skills for community-based groups.) And locally generated participation and activities are further hampered by the absence of working relationships and communication between community representatives and local education authorities (GEA 1999 Annual Report).

The Girls' Education Activity in Morocco developed a strategy and methodology to address the constraints and obstacles to public-private partnerships. Part of GEA's strategy is to assist in building the capacity of the private sector and NGOs to work in rural areas. GEA also works with NGOs and local leaders to organize local stakeholders into decisionmaking units that take specific actions to address local barriers to girls' enrollments and attendance. These actions might include constructions of classrooms, wells, and latrines.

GEA provides technical assistance to NGO partners for strengthening their institutional and management capacities, assessing needs and constraints, and training in advocacy, fundraising, and project management. In 1998, GEA sponsored a national NGO forum to initiate a network for girls' education. The network has been an active

implementation partner of the Girls' Scholarship Project, launched by the NGO-led Girls' Education Support Committee.

GEA held a national meeting in 1997 with approximately 200 stakeholders and community representatives to review regional constraints to girls' education and to form action plans. (The action plans were evaluated and updated in 1998 and 1999.) In smaller meetings of local partners, including local officials, teachers, PTA representatives, and local NGO representatives, communities advocated for their educational needs and collaborated with local officials to develop and implement their action plans. In support of these initiatives in the pilot communities, GEA has provided technical assistance to regional NGOs and the Girls' Education Support Committee to implement school infrastructure projects.

GEA also engaged the private sector to raise awareness and mobilize participation through a national conference, "Enterprise and Education: A Development Imperative," held in April 1999 in Marrakesh. The keynote speaker, U.S. First Lady Hillary Rodham Clinton, highlighted the importance of girls' education and gave vivid examples from her visit to USAID supported pilot school sites. Three additional speakers from the United States, Guatemala, and Peru also shared their experience with private sector involvement in support of education. The creation of the public-private School/Enterprise Partnership and the private sector Business-Education Association was a direct outgrowth of the Marrakesh conference. GEA has supported these groups through technical assistance, consultation activities for action planning, and linkages with international counterparts (GEA 1999 Annual Report).

Introduction of key sectors and stakeholders

The GEA works closely with the MNE which, in recognition of the current needs and rising expectations for educational reform, has become open to working with the private sector. The openness of government to new partnerships coincided with formation of the Girls' Education Support Committee, established by women- and rights-focused NGOs to facilitate communication and linkages among donors and local education-focused NGOs and CBOs.

The private sector led formation of The Bridge (Al Jisr): School-Enterprise Partnership Association, formed with entrepreneurs, bankers, government, and teachers' unions to provide direct support to struggling schools with private funds and materials. The WAFABANK and the Federation of Banks, representing 16 Banks in Morocco, have been strong supporters of The Bridge. The media also has made important contributions. Print and broadcast journalists produced numerous news items about girls' education and support activities. The magazine

Femme du Maroc mobilized many in the news media to turn a fashion event into a major girls' education support platform. These actors and activities, and the GEA-assisted events that brought them together, are described below.

The government

The government that was elected in 1998 included opposition parties, but all agreed that supporting educational reform was a central priority. Expectations placed on the new reform-minded government and the highly popular monarch put closing urban-rural and gender gaps at the front of socioeconomic development plans. Although the MNE receives 25 percent of the national budget, it became clear that the need to expand and improve education and support girls' education required additional actors and stakeholder actions. The encouragement given to the growth of civil society organizations, private sector activism in public affairs, a more proactive role for media, and increased public debate on women's roles are making multisectoral partnerships for education and girls' education a new dynamic in Morocco (Muirragui and Yamouri, 2000). Additional government actions that supported educational reform and new partnerships included:

- Expression by King Mohammed VI of support for education reform and promotion of women's rights
- Greater decentralization of authority given to local delegations of the MNE
- MNE publication of its approach to educational reform, "reinventing schools," highlighting partnerships with local communities and the private sector
- An increase in transparency in government "actions," as noted by other sectors
- Declaration by the King that the period 2001–2009 is the *Decennie de l'Education*, and that education reform is the second national priority after territorial integrity

Civil-society and nongovernmental organizations

A national conference on rural girls' education was conducted in October, 1997 with multiple sectors to address the question: In a country where education for all depends on the possibilities of access and retention of rural girls in the school system, what do we do to promote girls' education? Results of the conference included girls' education action plans by the MEN, NGOs, and media.

Another important outcome was the creation of the Girls' Education Support Committee (CSSF). The CSSF, composed of NGO representatives and influential individuals from the public and private sectors, has had continuous influence in forming, focusing, and supporting new partnership activities for girls' education in the past three years.

As a follow-up to the 1997 conference, the Democratic Association of Women in Morocco (ADFM), a CSO partner of GEA, sponsored the Girls' Education in Rural Areas: Evaluate and Act conference in December 1998. GEA conducted a follow-up conference in April 1999, to support girls' education planning, monitoring, and evaluation initiatives by local partners.

These related activities are considered unique in Morocco because follow-up actions were organized, for the first time, with local teams and institutional partners, including the MNE, international donors, elected officials and NGOs. In addition, the multisectoral actors agreed to build on the results of the October 1997 conference by assessing progress on action plans and planning future actions relative to accomplishments and constraints.

The April 1999 workshop provided a forum for representatives of the MNE, donors, local and provincial NGOs, and elected officials to discuss ways to improve coordination of ongoing girls' education support projects. A central discussion point was the need to support capacity building of NGOs through training, based, in part, on an evaluation that showed greater project success where NGOs were involved in supporting communities and parent associations. The evaluation results also showed a 27 percent decrease in the net enrollment differentials between girls and boys between 1994 and 1998. Other significant conclusions of the evaluation were that the major constraints to implementing actions are lack of financial resources (56 percent of cases) and difficulty in negotiating with donors (22 percent). The implementation difficulties associated with multiple partners, and a lack of involvement by the local community account for the remainder of the constraints to implementing girls' education action plans (MSI/GEA).

GEA-supported NGOs have been implementing three major infrastructure projects at the community level to support girls' education. Two have experienced difficulty, requiring greater attention to capacity-building with the parents' associations to manage and implement such projects, and to make the necessary contacts with government authorities and funders.

One successfully completed project included the construction of a multi-purpose room, latrines, a water cistern, a library/reading corner, a well with potable water, and a natural fence made with trees. After completion of the original project, the community agreed to work with the implementing NGO to build a house for a female teacher. In return, the teacher agreed to manage the school library. This approach is serving as a model to demonstrate how an entity based outside the

community, the NGO, can establish the requisite credibility and trust to work in partnership with the community. Having established this relationship, the NGO then persuaded the community to address a separate and major constraint specific to girls, the lack of educated female role models.

The business sector

In 1998, USAID's Office of Women in Development organized the conference Educating Girls: A Development Imperative in Washington, D.C. The conference was designed to mobilize, internationally, multiple sectors to support girls' education. A leading Moroccan banker from WAFABANK was invited as a delegation member, along with the Minister of Education and others. Following the conference, the WAFABANK delegate and the minister began planning, with GEA support, for private sector engagement for joint initiatives.

A March 1999 conference, Enterprise and Education: A Development Imperative, was organized in Morocco to engage and encourage other private sector representatives to promote girls' education. The featured speaker to the 900 persons in attendance was U.S. First Lady Hillary Rodham Clinton. As a result of these two conferences, private sector representatives formed The Bridge: School-Enterprise Partnership Association, including 16 banks of the Groupement Professionnel des Banques du Maroc (GPBM) and approximately 1,600 members of the Confederation Générale des Entreprises Marocaines (CGEM) representing small, medium, and large enterprises in Morocco. The association collaborates to sponsor or support 600 schools the MEN identifies as disadvantaged.

The main purpose of the partnership between The Bridge and MEN is to support the process of decentralization of the responsibility for school improvement to the local level. The Bridge-MEN partnership will work with local support committees by action planning, raising resources for school improvement, including infrastructure, teaching quality, and creating a culture of evaluating school performance. The local support committees are at the heart of the partnership project. They are composed of community representatives of the private sector, the school director, parents, and teachers. GEA will continue working with the Association to develop its community participation and communication strategy, and to develop a simple method of monitoring and evaluating the work of the support committees. This model was developed by two pilot projects supported by the WAFABANK (MSI/GEA).

Media

A roundtable on press perceptions of media about girls' education issues was conducted by GEA in 1997, to raise the awareness of radio journalists. Information highlighting the local conditions of

girls' education and partnership actions that have been undertaken was provided to participants. Discussion sessions were then held during the media roundtable. As a result of the roundtable, Arabic National Radio, Berber Dialect National Radio, and International Moroccan Radio agreed to air programs on girls' education. These programs have included messages about the importance of girls' education, question-and-answer sessions, and messages from the MNE and USAID about their programs. These messages have been carried in three Berber dialects, French, and Arabic.

Over the following two years, the GEA team and its partners observed that two competing perspectives were emerging among media: (a) support for the girls' education activities and (b) skepticism that meaningful change could happen or that there would be a productive result of educating girls. Continuity of positive media engagement also had become a problem, although the Girls' Education Scholarship Fund attracted some three months of active media attention in 1999/2000.

Femme du Maroc, a fashionable and popular magazine that addresses women's issues, enlisted journalists to help raise funds through coverage of Caftan 2000. Caftan is a fashion event highlighting European and Moroccan fashion designers in Morocco. Caftan 2000 had sponsorship from seven large enterprises and a television network and has several audiences: women, advertisers, opinion leaders, enterprises, and the press. Caftan 2000 was organized in Casablanca around the theme of girls' education in rural areas. The concept was advertised with the slogan of "Modernity goes with development. Development goes with education. The Moroccan woman embodies and is the main vector of all these values."

The journalists produced 67 media articles on girls' education around the event, one three-minute television segment on rural girls' education, and coverage of fashion models visiting girls being supported by the scholarship fund. A press conference provided a platform for *Femme du Maroc* and CSSF to present the importance of rural girls' education, including planned birth rates, lower infant mortality, and improved public health and education.

Subsequent contributions to girls' education, attributable to media coverage of the event, included $10,000 from various donors, land for girls' boarding houses, equipment, appliances, and various goods and food.

Another Caftan event was organized in March 2001 to support girls' education and the scholarship project (page 49). Ten enterprises

The Girls' Scholarship Project

The Girls' Scholarship Project provides specific, targeted assistance to rural girls, whose enrollments have continued to lag. The scholarship fund provides visibility to the issue of girls' schooling, incentives to continue each subsequent year, and assistance in offsetting school, household, and other opportunity costs that prevent many girls from completing their education.

One of the constraints to rural girls continuing their education is the absence of nearby secondary schools, which are located in urban or semiurban areas. Consequently, thousands of girls are not encouraged or supported to attend primary school because they have little or no chance to reach the secondary level. For many girls who are academically qualified for secondary school, the costs of travel and housing are prohibitive. Each year, the MEN distributes a few scholarships in the rural areas through the elected communes, but they are most often given to boys and not always based on merit or need.

The Girls' Education Support Committee (CSSF) launched the Girls' Scholarship Project in May 1999 to give scholarships to selected girl beneficiaries for the three years of secondary school, for three cohorts beginning in 1999/2000. The project is financed by donations from individuals and private-sector organizations within Morocco, administered by the CSSF and a cooperating NGO, and implemented by the NGO network with assistance from local PTAs. Local funds and disbursements are managed by the Caisse Nationale de Credit Agricole (CNCA, the agricultural credit bank), and audited and evaluated by the Office National d'Eau Potable (ONEP).

GEA provided technical assistance to CSSF in design of the project administration. A scholarship administrator was hired to assist in the start-up year. The money raised for the scholarship fund is being deposited in the account of an NGO authorized by the Moroccan government. The CSSF is expected to formally incorporate as an NGO and will administer the program directly once it obtains government approval.

The objectives of the project are to:

- Raise girls' school retention rates in rural areas
- Increase girls' rate of basic education completion and access to the second cycle (grades 6-8)
- Promote solidarity between urban and rural areas (MSI/GEA)

This three-year project will be implemented in 10 pilot sites and is expected to provide 1,800 scholarships. In the first six months of the scholarship startup, over $30,000 was raised from enterprises, banks, and individuals for 116 scholarships. In the pilot sites, CSSF-associated NGOs raise parents' awareness about educating their girls and, with PTAs, disseminate information about the scholarship program. They also identify the girls to receive the scholarships and work with host families or manage girls' homes for their continued schooling away from home.

The media's role in promoting the project also is evolving. The media generated articles and stories about the scholarship project in its first three months. *Femme du Maroc* enlisted journalists to help raise funds through coverage of Caftan 2000, a major fashion event. The journalists produced media articles and a TV segment on rural girls' education, and coverage of fashion models visiting girls being supported by the Scholarship Fund.

sponsored the event, including a national television channel. More than 3,000 persons attended the event and some 50 journalists participated to the press conference where the CSSF presented the GEA project and two scholarship recipients spoke to the forum. Twenty-four articles were published on girls' education and the scholarship project. Seven related radio broadcasts and two television interviews also were transmitted prior to and following the Caftan event. A South African TV, the DStv channel Africa 2 Africa, filmed the event and included interviews about the project and a 26-minute feature on the scholarships project. The feature program, called "Movers and Shakers in Africa," highlights people and actions in Africa who have had a positive impact on their respective countries and on Africa as a whole.

Conclusions

Several national associations and partnerships have been instituted and supported by the GEA intervention, resulting in two national projects, media events and campaigns, and small, community-level infrastructure projects. Capacity building for local NGOs to negotiate and work with donors and local government has been a central part of the initiative, especially at the local level. This effort has been facilitated and reinforced by ministry of education directives to local education authorities and its openness to forming partnerships with CSOs, NGOs, and private sector organizations.

At the national level, the leaders within several sectors, including government, business, CSOs, NGOs, and the media, have reached out to their counterparts and formed partnerships that initiated and implemented these projects and activities. The GEA notes that there has been a change in the climate of public dialogue about girls' education, from being "nondiscussable" to awareness, mobilization, and direct support from multiple sectors. The main lessons that the GEA has drawn from its experiences in facilitating and supporting these multisectoral partnerships and activities are discussed below.

The need to understand contextual dimensions

The accomplishments reflect the favorable sociopolitical and policy climate that have become prevalent in Morocco. The importance that government and the MNE place on educating all girls and boys and on the need for collaboration with all sectors has led to a change in attitude. The policy environment encouraged multisectoral partnerships through a consensus-building policy process that is collaborative among political parties and sectors and articulates common social goals and shared values.

The importance of network and coalition building

One of the major lessons cited by the GEA is that the success of this initiative has benefitted from work in the preceding years to build a strong network of actors across sectors. GEA assisted actors in the public, private, NGO, and media sectors—and in communities—with their work in support of girls' education, even where that was not the primary goal of their sector. GEA support included consulting and listening to partners' goals, suggesting technical assistance and training that the project could offer, providing relevant information, and, on occasion, joining in partnership itself.

The identification of country-specific barriers to girls' education with these actors and the subsequent creation of a national constituency of public-private sector organizations were necessary precursors to creating partnership programs. The partnership programs then could address those barriers, facilitate ownership of the process (including implementation and expansion), and define the partnership-supported interventions within locally available human and financial resources. The ability of GEA's staff, represented by a Moroccan national, to focus on its role as facilitator and catalyst also helped to strengthen a broad network of Moroccans in several sectors to actively support girls' education (Muirragui and Yamouri, 2000).

Capacity building and sustainability

One of the main results that GEA sought in the partnership activities was the creation of new ways of acting within sectors that traditionally have not been charged with supporting girls' education and the ability of the multisectoral partnerships that had been formed to carry on their support activities and revenue generation beyond the scope of the GEA project. The GEA acknowledged several activities that were central to their efforts to build the capacities of these sectors and partnerships to support girls' education and to sustain these relationships and activities over time.

The GEA helped the MNE to gather information from other countries to inform their position and initiatives on girls' education and in linking with other sectors to form partnerships. This was especially important for guiding its relationship with the WAFABANK and other financial institutions that provided support for primary schools. The private sector, in turn, revised its view of educational reform, especially regarding rural primary education, and supported it as a national movement that will be good for the country and good for business.

The GEA supported the CSSF in creating a network of NGOs and in linking NGOs and their constituent communities with decisionmakers at the central level in government and private sector. These linkages

were important for communicating local issues to national leadership and supporting local actions.

Concrete action plans, including evaluation plans, proved helpful in focusing discussions, agreements, and actions, especially among partners across sectors with different backgrounds, perspectives, and expectations. These included the national action plans, developed through GEA-sponsored conferences and the individual action plans of NGOs, the CSSF, and The Bridge. Development of these action plans also fostered a high level of local ownership over the planning process and the implementation. The ownership was evidenced by commitments of time and money as well as the enthusiasm from partners.

The GEA has acknowledged that increasing capacity building and ensuring sustainability will require more direct project support. This will include the following:

- *More support for joint, complex projects.* Current partnerships consist of early innovators and adopters. Strategies and models for creating a greater pool of partners and partnerships will be needed. Maintenance of enthusiasm and activity among current partners also will require evolving strategies and models.
- *Activities to support learning across sectors to improve communication and resolve conflicts that arise.* Similarly, each sector will need support to learn more about its own core competencies and limitations, e.g., government's financial and administrative advantages and its ability to seek out complementary partners.
- *Development of common agendas with locally elected authorities and common agendas across sectors.* The focus must be kept on girls' education within the unifying goal of education for all. Both goals have been attractive, unifying themes for the sectoral partners, but education for all has more currency in public discussions and can often overshadow girls' education (Muirragui and Yamouri, 2000).

5. Conclusions

Introduction

This review of multisectoral partnerships for girls' education focused on the persistent support needs of girls, in particular, for their enrollment, attendance, and completion of basic education. While there have been increased girls' enrollments in 29 countries between 1985 and 1995, there were simultaneous decreases in 17 other countries in Africa, Asia, Latin America and the Caribbean, and the Middle East (Anderson, 2000). Governments' ability to improve access and quality at a pace with population growth and rising social expectations is reaching the limit in many countries, and governments increasingly are open to forming partnerships with other "nontraditional" sectors—CSOs and NGOs, the business community, the media, and religious organizations—as they try to provide quality education for all girls and boys.

In response to these circumstances, USAID's Office of Women in Development is implementing a multisectoral model in Guinea, Morocco, Guatemala, Peru, and Mali. The G/WID approach focuses on building cross-sectoral partnerships to generate local resources, and delivering social and technical programs that support increased girls' enrollments, retention, and completion. The case studies in this paper profiled two such USAID activities, the AED/SAGE project in Guinea and the MSI/GEA project in Morocco. The case studies examined issues, experiences, and strategies for developing successful multisectoral partnerships to advance girls' education in each setting.

This section discusses the principles of the G/WID conceptual model as they were applied in these two country cases. In addition, the factors required for establishing multisectoral partnerships, cited by Charles, et al. (1998), will be discussed as they relate to the Guinea and Morocco cases.

Context

The G/WID model is premised on the conclusion that girls historically have been marginalized by social institutions and that recent initiatives by government to provide accessible quality education for all girls and boys will be insufficient to reach these marginalized populations in the near or intermediate future. Where governments recognize this limitation on what they can directly control and that there are barriers to girls' education that are outside of their direct control, an opportunity arises to form multisectoral partnerships to better support girls' education in the near and long term.

In Guinea and Morocco, these circumstances still exist. In Guinea, 53 percent of boys and girls ages 7–17 are enrolled in school, and just 40 percent of girls. Of all girls not enrolled in schools, 90 percent live in rural areas (SSP, 1999; Kamano, 2000; Bah, 2000). Significant

progress was made in the past 10 years toward building schools closer to families, especially in rural areas. The increase in access to nearby schools was expected to be an important contributor to increasing girls' enrollments (Sow, 1994; Passy, 1991). In addition to reducing distance between families and schools, the building of nearby schools helped overcome other barriers, such as gaps in supervision of girls, direct costs (particularly for food), and some opportunity costs, such as the time girls spend helping at home with household chores and sibling care (Kamano, 2000). As a result, girls' enrollments have increased from 17 to 40 percent since 1990 (Bah, 2000).

Even with more schools available to the rural communities, the rural net enrollments remained below expectations (Kamano, 2000). In addition to their low enrollments, girls who do enroll have been more likely to drop out than boys (7 percent compared to 5 percent in 1999). Also, girls' achievement levels are lower than those of boys (35 percent passed the primary school leaving exam in 1999, compared to 49 percent for boys). As a result, education in general, and girls' education in particular, remain a national priority.

Guinea's circumstances make it clear that even with significant increases in government investment in education (currently 17 percent of GNP), the related enrollment and retention gains would still be insufficient to achieve education for all. The Equity Committee was formed in 1992 by the Ministry of Primary Education, with support from USAID, to address the educational needs of the population segments still without access to the expanded supply of schooling. The Equity Committee developed a multilevel approach for support strategies, emphasizing national, regional, and local dimensions of educational expansion and development. Meeting the government's goals required mobilizing several sectors that could provide complementary support to basic and girls' education. These sectors included community-based organizations, religious leaders, ethnic/cultural leaders, business leaders, and government leaders and representatives, including the Ministry of Social Affairs. The National Alliance was formed in 1997 as an expansive consultative group, including 150 local and national representatives from several sectors, including government, with the specific mission of supporting and advancing girls' education.

Barriers to girls' education were identified in Guinea through consultation with community and school groups. These barriers included the following:

- Lack of family and household resources (poverty, domestic chores)
- Community beliefs and practices (pregnancy, early marriage, lack of awareness, loss of traditional values and roles)

- Community and school infrastructure (community isolation: poor or nonexistent roads and bridges, distance from schools, incomplete cycles in existing schools, lack of schools, lack of teachers and tutors, lack of discipline in school)
- Policy (no enforcement of marriage age laws, teacher employment policies, no sanctions for male partners for pregnancy, conflict between school schedules and cultural practices) (Elmer, 1998)

In Morocco, the election of a new government in 1998, and the ascension of King Mohammed VI in 1999, created popular enthusiasm for socioeconomic growth and educational reform. This enthusiasm is timely, as conditions in Morocco are difficult. Though 60 percent of girls at age 7 were entering primary school in 1989, only 40 percent were completing (Muirragui and Yamouri, 2000; Rihani and Hebert, 1995). By the early 1990s, the percentage of girls attending primary school was skewed toward urban areas, with girls' enrollments in rural areas seriously lagging behind. The conditions of education required an expansion of access along with improvements in quality that outstripped government's ability to finance and administer the changes as rapidly as desired or needed, particularly in the rural areas where the needs were most acute.

The elected government in 1998 included opposition parties, but all agreed that supporting educational reform was a central priority. Expectations placed on the new reform-minded government and the highly popular monarch put closing urban-rural and gender gaps at the front of socioeconomic development. Although the Ministry of Education receives 25 percent of the national budget, the needs for expanding and improving education and supporting girls' education required additional actors and stakeholder actions.

The principal barriers identified in Morocco to girls' education included the following:

- Economic constraints, including direct and indirect costs of schooling and poverty
- Social constraints, including traditional cultural views of women's roles, concern for girls' safety, parents' illiteracy, and family perceptions that there are few benefits to educating girls
- School-related constraints, including the lack of school infrastructure (water, electricity, latrines, and teachers' housing), school distance, a poor teaching and learning environment, language constraints to learning, inequitable classroom treatment of girls, and an insufficient number of female teachers (GEA Annual report, 1999)

These barriers are being addressed by the multisectoral actors and partners that are supported by the G/WID projects. The applications of the G/WID principles underlying the approach and project implementation are assessed below.

Principles of the USAID multisectoral model

The approach is multisectoral

A multisectoral approach recognizes the importance of traditional and nontraditional partners in changing both the demand and supply of girls' education.

This principle has been validated by both governments through their acceptance of the project approach and their participation in the multisectoral activities at several levels. In addition, nontraditional partners are accepting new working relationships with government and other sectors.

Guinea's Ministry of Pre-University Education (MEPU) has undertaken two major education sector improvement programs in the past 10 years. The objectives and priorities of the reforms were determined by national conferences organized in 1984 and 1985. From 1984 to 1989, efforts were directed to produce a document to describe the conditions and directions of education and to orient education stakeholders and partners to priority areas for improvement as identified by conference participants. This document, known as the Declaration of Education Policy (1989), guides government relationships with partners, including donor organizations (Doukouré, 2000). The Equity Committee was formed in 1992 to access multisectoral advice to the MEPU about gender issues during the education sector improvement programs.

Local alliances are community-based groups composed of local leaders and representatives of several sectors for the purpose of mobilizing communities on behalf of girls' education interests. Nineteen local alliances have formed since 1996. The National Alliance is an umbrella organization for the local alliances and links them with each other and with national and central leaders in several sectors, including government, media, religious organizations, business, and PVOs/NGOs. In 1998, a Media Task Force was formed with 12 print and broadcast journalists to deliver media messages in support of girls' education and to document the local alliances implementing their community action plans.

In Morocco, the GEA works closely with the Ministry of National Education (MNE), which has opened up to working with the private sector. CBOs and NGOs have formed the Girls' Education Support Committee to facilitate connections and communication between donors and local NGOs in support of girls' education and has generated multisectoral support for the national Girls' Scholarship project.

The Bridge (Al Jisr): School-Enterprise Partnership Association was formed with entrepreneurs, bankers, government and teachers union representatives to provide direct support to struggling schools with private funds and materials. The Wafabank has been a strong supporter of The Bridge. The media also has made important contributions. Print and broadcast journalists produced many news stories about girls' education and support activities. The *Femme du Maroc* magazine mobilized many in the news media to turn a fashion event into a major girls' education support platform.

Solutions and programs are locally designed

Both projects have supported technical and organizational processes for needs assessment, stakeholder consultation, and action planning among national, local, and specialty groups. The validity of this approach lies in the acceptance and implementation of the plans by local groups and their dedication of resources to accomplish them. The SAGE and GEA projects have provided resources and technical support for agenda-setting national conferences for central and local level stakeholders across sectors; strategy development for new task forces and alliances; action planning with multisectoral partnerships at the central and local levels; and administrative planning of the national scholarship and support funds.

In Guinea, the SAGE team concluded that the ability of the new partnerships to systematically deliver a sustainable program of support depends, to a large degree, on having a methodologically sound design that is shared by all partners and that the designs should be based on data and information relevant to girls' education. The process of data collection, analysis, and design was built into the National Forum, the Media Task Force's Campaign, and the local alliances' action plans. Routine assessments of progress and design updates are conducted by local groups (the Media Task Force and others) to maintain fidelity to their design and a shared sense of purpose among members.

The GEA team in Morocco built on work in the preceding years assisting actors in the public, private, NGO and media sectors, and in communities, even when girls' education was not the primary goal of that sector. GEA conversion of partners' focus to girls' education support came through dialogue with partners about their goals, suggesting technical assistance and training that the project could offer, and providing relevant information and process support.

The identification of country-specific barriers to girls' education with these actors and the subsequent creation of a national constituency of public-private sector organizations led to the creation of partnership programs that could address those barriers, facilitate ownership of the process (including implementation and expansion), and define the

partnership-supported interventions within locally available human and financial resources.

The development of action plans by the partners, including evaluation plans, proved helpful in focusing discussions, agreements, and actions, especially across sectors with partners of different backgrounds, perspectives, and expectations. These included the national action plans, developed through GEA-sponsored conferences and the individual action plans of NGOs, the CSSF, and The Bridge. Development of these action plans also fostered a high level of local ownership over the planning process and their implementation. The "ownership" was evidenced by commitments of time and money as well as the enthusiasm from partners.

Each locally designed program uses a multimethod approach

The SAGE and GEA strategies have supported the development of partnerships across sectors and linkages between national/central and local entities. Each sector and partnership has distinct strengths and challenges to their ability to implement girls' support programs over time, as do national and local level entities. Consequently, each program works with several sectors and multisectoral partners. The data collection, program designs, and action plans also vary. For example, in Guinea, SAGE supports a National Alliance that articulates with local alliances and supports a national fund for girls' education. The 19 local alliances are implementing community-school support programs to overcome barriers to girls' education. The Media Task Force is implementing a public communication program to support girls and is monitoring implementation of the local alliance action plans.

The SAGE team has noted some of the dynamics and benefits in working with multiple partners and methodologies. The national and local alliances have demonstrated an interactive synergism that generates and provides value from one level to the other. For example, at the national level, the alliance can access policy and decisionmakers in government, media, religious organizations, and large-scale private enterprise. Media messages take on additional persuasive power when articulated by publicly recognized and respected figures. The ability to influence group behavior to support girls' education, as with the National Strategy, is enhanced with this level of public support, just as media messages encouraging individual actions to support girls' schooling are given greater credibility. The public role of the National Alliance also guides and lends credibility to the work of the local alliances.

The local alliances, in turn, can develop the credibility and ability to communicate with the community that would not be plausible for a national entity. The generation of a local resource base, identification of local priorities, development of a track record of successful support,

and ability to sustain the community's commitment to girls' education are the unique domains of the local alliances. The experience of the local alliances adds grassroots sensibility and experience to the national dialogue and, consequently, credibility to their National Alliance counterpart.

In Morocco, the GEA project sought to create new ways of acting within sectors that traditionally have not been charged with supporting girls' education and in the development of the multisectoral partnerships that had been formed to carry on girls' education support activities and revenue generation beyond the scope of the GEA project. GEA supported the MNE to gather information and experiences from other countries to inform their position and initiatives on girls' education and to form partnerships with other sectors. This was especially important for guiding the MNE's relationship with the WAFABANK and other financial institutions and for soliciting and focusing their support for primary schools.

GEA supported the CSSF in creating a network of NGOs and in linking NGOs and their constituent communities with decisionmakers at the central level in government and private sector. These linkages were important for communicating with national leadership, supporting local actions, and informing national leaders of local needs and priorities. GEA also sponsored a roundtable on how to raise the awareness of journalists about girls' education issues and provided support to the *Femme du Maroc* fashion magazine, which enlisted journalists to help raise funds through coverage of a fashion show. Ten thousand dollars were raised for the Girls' Scholarship Project, a multisectoral initiative with start-up support from GEA to provide specific, targeted assistance to girls in rural areas.

Local resources are developed to support girls' education

The G/WID multisectoral approach is based upon the idea that many barriers to quality education that affect girls disproportionately are outside government education sector resources to overcome, and thus nontraditional sectors must be mobilized to generate local resources and programs in partnership with government. However, the viability of this approach and the sustainability of multisectoral partnerships and programs are dependent on the ability of these sectors to mobilize resources to support girls' education. In the cases of Guinea and Morocco, the local resources generated and applied have included human and physical resources and, increasingly, financial resources.

Many leaders and actors from many sectors in Guinea have donated their time, expertise, and credibility to support girls' education, developing and implementing girls' support programs for the national and local alliances, the Media Task Force and the National Fund for Girls'

Education. In addition, public and private figures have donated time for specific events, such as the annual celebration of Girls' Education Day, which is both a national and community event. The Media Task Force is donating time for monitoring and reporting on the local alliance programs and changes in girls' school enrollments and attendance.

Financial resources have been donated to promote girls' education and to remove barriers to girls' schooling. For example, a large private company donated advertising space on food packaging for messages supporting girls, and local alliances raised and dedicated private funds to build latrines and additional classrooms and to improve the main road to the schools. Among them, the Dougountouny local alliance built its own secondary school to address the issue of girls' safety—its girls' enrollment rate has increased from 10 to 30 percent as a result. The Kaback local alliance built three schools and is providing the salaries of eight teachers. In Lelouma, the alliance has raised over $5,000 to build its own secondary school. In Guendembou, the alliance in partnership with Rural Radio has organized an awareness campaign in local languages and a music contest between schools. And the recently formed National Fund for Girls' Education, supported by the National Alliance, has raised $3,000 from local sources to support girls.

Sectoral leaders in Morocco have made donations of time and expertise at the national and local levels. Formation of the Girls' Education Support Committee, made up of representatives from many sectors, has been supported by volunteer time from the leaders. Similarly, The Bridge (Al Jisr): School-Enterprise Partnership Association has been formed and managed through donations of time from entrepreneurs, bankers, and representatives from government and teachers unions. The Bridge program includes resources donated by the private sector, managed through local bank branches, and administered with volunteer time by local bank personnel.

The Caftan 2000 and 2001 fashion events organized by the *Femme du Maroc* magazine generated contributions to girls' education, including $10,000 from various donors, land for girls' boarding houses, equipment, appliances, and various goods and food.

In addition, the CSSF launched the Girls' Scholarship Project in May 1999 to give scholarships to selected girls for the three years of secondary school beginning in 1999/2000. The scholarship project is financed by donations from individuals and private sector organizations within Morocco, administered by the CSSF and a cooperating NGO and implemented by the NGO network, with assistance from local PTAs. Local funds and disbursements are managed by the Caisse Nationale de Credit Agricole (CNCA, the agricultural credit bank), and audited and evaluated by the Office National d'Eau Potable (ONEP).

Capacity building is supported for local institutions

Capacity building (leadership, technical programming, and operational support) is supported for local institutions in their new roles of supporting girls' education.

The multisectoral approach to supporting girls' education has involved nontraditional partners and supported the creation of new alliances and partnerships involving multiple sectors. This has required that many actors learn new information, adjusting attitudes about what can and should be done for girls and schools, and what it means to work with new colleagues from other sectors. Capacity building has been a prominent feature of both projects and is a necessary precursor to extending and sustaining the achievements that have been made.

The SAGE/Guinea team developed a program of activities in support of the new partnerships at the national and local levels with a focus on "capacity building." At the national level, SAGE organized a series of working meetings with representatives of the public and private sectors and with civil society groups including the media, Muslim religious leaders, women's organizations such as the Forum for African Women Educationalists (FAWE), local and international NGOs, and donors. The purpose of these meetings was to raise the collective awareness among sector leadership about the importance of girls' education and issues related to promoting it. Representatives from these groups formed the National Alliance that has sponsored a national, multisectoral forum on girls' education, developed a strategy by which members can contribute to girls' education, and formed a national fund to support girls' schooling.

For the local alliances, the SAGE/Guinea team facilitated a process with community representatives to identify barriers and solutions to girls' education and generate commitments to overcome the barriers. The various community groups, including women's associations, entrepreneurs, parents of school children, and religious organizations elected representatives to serve on the local alliances. SAGE/Guinea conducted workshops to provide technical assistance to the local alliances for development of community action plans. They were attended by more than 80 representatives of local alliances, pilot zone communities, government officials, and members of the national and regional press organizations. The local alliances continue to be supported by the National Alliance and, for a finite period, SAGE/Guinea.

The GEA team in Morocco concluded that one of the main results sought of the partnership activities was the creation of new ways of acting within sectors that traditionally have not been charged with supporting girls' education and in the ability of the multisectoral partnerships that had been formed to carry on their support activities and revenue generation beyond the scope of the project. GEA highlighted

several activities that were central to their efforts to build the capacities of these sectors and partnerships:

- Supporting the MNE to gather information and experiences from other countries to inform their position and initiatives on girls' education and to form partnerships with other sectors. This was especially important for guiding the MNE's relationship with the WAFABANK and other financial institutions and in soliciting and focusing their support for primary schools. The private sector, in turn, revised its view of educational reform, especially rural primary education, and supported it as something that will be good for the country and for business.
- Supporting the CSSF in creating a network of NGOs and in linking them (and their constituent communities) with decision-makers at the central level in government and private sector. These linkages were important for improving communication with national leadership, increasing support for local actions, and informing national leaders of local needs and priorities.
- Concrete action plans, including evaluation plans, proved helpful in focusing discussions, agreements, and actions, especially among partners across sectors with different backgrounds, perspectives, and expectations. These included the national action plans, developed through GEA-sponsored conferences and the individual action plans of NGOs, the CSSF, and The Bridge. Development of these action plans also fostered a high level of local ownership over the planning process and the implementation. The "ownership" was evidenced by commitments of time, money, and enthusiasm from all partners.
- Support identified by GEA needed for sustainability of these accomplishments included the following:
  - More technical assistance and communications support is needed for joint, complex projects such as The Bridge. Current partnerships consist of early innovators and adopters. Strategies and models for creating a greater pool of partners and partnerships will be needed. Maintenance of enthusiasm and activity among current partners also will require evolving strategies and models.
  - Activities are needed to support learning across sectors to improve communication and resolve conflicts. Similarly, each sector will need to learn more about its own core competencies and limitations, e.g., government's ability to finance and administer EFA and girls' education and the ability to seek out complementary partners.

- Development of common agendas with locally elected authorities and common agendas across sectors. The focus must be kept on girls' education within the unifying goal of EFA. Both goals have been attractive, unifying themes for the sectoral partners, but EFA has more currency in public discussions and can often overshadow girls' education (Muirragui and Yamouri, 2000).

Engaging all stakeholders builds democracy

Engaging all stakeholders in support of girls' education "democratizes" the civic, social, and economic opportunities of girls in each country and community

National- and local-level dialogues and cross-sectoral partnerships that include government that have taken place in both countries are consistent with democratic initiatives that seek to make decisionmaking, finance, and administration more inclusive and transparent to all stakeholders. These dimensions have been preconditions for the agenda-setting and joint actions by actors across sectors on behalf of girls' education. Both country cases have demonstrated support by the national leadership and by elected and appointed officials while including and being informed by local level actors and stakeholders. Media and sector leaders have raised the expectations for educating girls and for educated girls. Government has articulated their responsibilities and limitations and has opened up to new relationships with CSOs, NGOs, the private sector, religious organizations, and the media.

In Guinea, the formation of the local alliances was based on community consultation and analysis regarding the conditions and barriers to girls' education, and the election to the alliance of members by community groups. The National Alliance consists of government and education sector representatives (social service providers, CBOs, and NGOs), social service advocates, and supplementary providers; media and religious organizations (social agents and leaders), and private sector representatives (social/economic entrepreneurs). The dialogue and consensus building that have taken place have been endorsed and supported by the national leadership.

In Morocco, GEA found promoting multisectoral partnerships challenging in light of the highly centralized system of government, where authority is aggregated at the top. There remains a historic and pervasive belief that education and health are the domains and responsibilities of the government. However, the government has been actively seeking partners to provide needed services and assist with educational reform.

The GEA strategy and methodology addresses the constraints and obstacles to public-private partnerships, including building the capacity

of the private sector and NGOs to work in rural areas where the need for girls' education is greatest. GEA also works with NGOs and local leaders to help organize local stakeholders into decisionmaking units that can support girls' education as a fundamental part of a broader movement to improve education. GEA also sponsored a national NGO forum to initiate a network for girls' education. The network has been an active implementation partner of the Girls' Scholarship Project, launched by the NGO-led Girls' Education Support Committee.

GEA also held a national meeting with stakeholders and communities to identify regional constraints to girls' education and subsequent action plans. The action plans were evaluated and updated in 1998 and 1999. In smaller meetings of local partners, including local officials, teachers, PTA representatives, and local NGO representatives, communities have advocated for their educational needs and collaborated with local officials to develop and implement the action plans.

The principles of the G/WID model for mobilizing and activating multiple sectors to generate local resources and develop and deliver social and technical programs that help overcome context-specific barriers to girls' educational success have been validated in the cases in Guinea and Morocco. Although the configurations of sectors, actors, activities, and results differ, in Guinea and Morocco the model has succeeded in transforming girls' education from a marginal issue for traditional support to a national and community priority that is supported by a wide range of stakeholders in partnership with government.

The implementation of the model also has been consistent with the factors cited by Charles et al. (1999) that are required for establishing multisectoral partnerships. Girls' education, and the education of all children, has served as a unifying purpose around which actors with different perspectives and experiences can work together and build relationships. A belief in a positive outcome that would not have happened solely through traditional sectors, resources, and actions is evident in both cases, perhaps dependent initially on partners' trust in a respected coordinator and facilitator. The SAGE and GEA project coordinators served successfully as convening parties, who could call upon disparate actors, develop a common unifying purpose, and foster new working relationships. Both projects dedicated financial and human resources to support the mutisectoral process rather than directly funding the girls' education activities. This conscious break from traditional project interventions has proven successful in stimulating locally designed, financed, and implemented programs for girls' education.

Finally, the partners from across sectors have demonstrated acceptance to enter into the "partnerships" and are actively participating as team members. The ability of the partnerships to carry on and evolve as an organizational entity in the absence of a project or a "convening party," is yet to be documented. However, the commitments of resources from the partners across sectors are an early indication that the purpose of these multisectoral partnerships and their structure is valued at a level that suggests they will be sustained.

The G/WID approach, as tested in Guinea and Morocco, offers a robust option for improving the education of girls. It also could serve as a model for the provision of other social services to marginalized populations, where traditional sectors have reached the limits of their ability to service social demand. An aspect that is untested by these case studies, but may bear greater investigation, is whether the traditional sector, government education, also is stimulated to improved performance when in nontraditional partnerships. If so, then the model not only offers an innovative means to mobilize multiple sectors but also the means to invigorate the education sector itself. In either case, girls and girls' education are being served through these applications of USAID's G/WID model.

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Multisectoral Strategies for Advancing Girls' Education Principles and Practice:

by Howard Williams

This report focuses on the "multisectoral approach" to mobilizing local support and resources for girls' education. The approach, developed by USAID's Office of Women in Development, supports building cross-sectoral partnerships to generate local resources and deliver social and technical programs to increase girls' enrollment, retention, and completion. The study reviews examples of five countries or regions where the approach has been initiated and identifies key principles of the approach that have mobilized multiple sectors to overcome context-specific barriers to girls' educational success.

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